Proceedings of the 2nd Eastern Scotian Shelf Integrated Management (ESSIM) Forum Workshop, Halifax, Nova Scotia, 18–19 February 2003

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2003

**Canadian Manuscript Report of
Fisheries and Aquatic Sciences 2637**

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103-06945/

Canadian Manuscript Report of
Fisheries and Aquatic Sciences 2637

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PROCEEDINGS OF THE 2nd EASTERN SCOTIAN SHELF INTEGRATED MANAGEMENT (ESSIM) FORUM WORKSHOP, HALIFAX, NOVA SCOTIA, 18–19 FEBRUARY 2003

Edited by

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Cat. No. Fs 97-4/2604E ISSN 0706-6473

Correct citation for this publication:

R.J. Rutherford, S. Coffen-Smout, G. Herbert, and B.L. Smith (eds.), 2003. Proceedings of the 2nd Eastern Scotian Shelf Integrated Management (ESSIM) Forum Workshop, Halifax, Nova Scotia, 18–19 February 2003, Can. Manuscr. Rep. Fish. Aquat. Sci. 2637: x + 63 pp.

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EXECUTIVE SUMMARY

The Eastern Scotian Shelf Integrated Management (ESSIM) Initiative is developing a collaborative management and planning process for the Eastern Scotian Shelf Large Ocean Management Area (see map on p. 2). The development of an integrated ocean management plan for this large marine biogeographic area involves a broad range of interests, including government, First Nations, ocean industry and resource users, environmental interest groups, coastal communities, and university researchers. To promote cross-sectoral dialogue and capacity building for integrated ocean management and planning and to discuss key elements of the discussion paper, *A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan*,[1] Fisheries and Oceans Canada (DFO) hosted the 2nd Eastern Scotian Shelf Integrated Management (ESSIM) Forum Workshop in Halifax, Nova Scotia, at Mount St. Vincent University, 18–19 February 2003. A multi-sectoral planning team had assisted DFO in the workshop design and agenda. Approximately 155 participants from a broad range of ocean interests attended the workshop to discuss key elements of the ESSIM Initiative, including the *Strategic Planning Framework* for the integrated ocean management plan and the collaborative planning process and structure, known as the ESSIM Forum. Much of the discussion focused on the plan elements in the *Strategic Planning Framework* and on the proposed Forum and the requirements for a networked structure to engage and link DFO, other government partners, and ocean communities of interest for integrated ocean management and planning.

In most cases, participants expressed positive support for the overall direction being taken by the ESSIM Initiative and as presented in the *Strategic Planning Framework*. A range of perspectives and views on the various components of the future ocean management plan were captured, including the management objectives, the ecosystem-based management area framework, spatial planning and zoning approaches, and the proposed ESSIM Forum structure. The central questions relate to what it means on the ground and the timelines for action. Important guidance was received on the next steps for plan development and implementation. Based on DFO's assessment of the direction received during the workshop, the following priorities were identified for the ESSIM Forum Secretariat workplan for 2003–2004.

A Strategic Planning Framework for Eastern Scotian Shelf Ocean Management Plan

The Forum Secretariat will continue to distribute and discuss the *Strategic Planning Framework* discussion paper during the spring/summer of 2003. Broad input is essential to ensure that the ocean management plan is balanced and effective for all interests in the Eastern Scotian Shelf Large Ocean Management Area. The *Strategic Planning Framework* can continue to provide a useful focus for discussing and receiving input on the elements and requirements for the ocean management plan.

Ocean Management Area (OMA) Planning Exercise

A number of workshop participants highlighted the need to begin applying the approaches in the *Strategic Planning Framework* to the Large Ocean Management Area and its proposed ecosystem-based sub-units, termed Ocean Management Areas (OMAs). To facilitate this, it was suggested that a working group undertake a planning exercise for the development of an OMA-level plan. It was also suggested that this planning exercise focus on an area that is experiencing significant levels of multiple ocean use, associated ecosystem impacts, and is subject to various management jurisdictions and systems. Based on the criteria suggested by workshop participants, the Sable-Banquereau and Northeast Slope OMAs (adjacent to the future Gully Marine Protected Area) are being used for this first planning exercise. The Forum Secretariat is working in collaboration with a multi-stakeholder working group – comprised of interested participants from various ocean sectors and government agencies drawn from the ESSIM Forum network

[1] ESSIM Forum Secretariat, *A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan: A Discussion Paper prepared for the ESSIM Forum* (DFO, January 2003).

– to carry out the OMA planning exercise. The work conducted by the planning group will be shared with the broader ESSIM Forum network throughout the process, and participation in the planning exercise is open to all. In addition to the OMA-level planning exercise, work will continue at the broader scale on the Large Ocean Management Area, including efforts to map ocean use activities, understand ecosystems, and look at existing management and regulatory approaches. However, an OMA planning exercise will help to complete the planning cycle and demonstrate how integrated management will apply these layers of knowledge to advance the planning process.

ESSIM Online Discussion Forum

During the workshop, participants were invited to sign up for the ESSIM Online Discussion Forum being developed through Thinkwell Online (www.thinkwell.ca). A multi-sectoral communications committee has been struck to identify possible discussion topics that can be undertaken online through moderated, timed discussion sessions. Several potential topics for timed discussions are being considered for ESSIM Online, including ocean zoning, information sharing and management, and conflict avoidance/resolution for integrated ocean management. The ESSIM Online tool will also be used to gather and post feedback on the *Strategic Planning Framework*. The site features a library page for easy access to ESSIM-related documents and references used for online discussions. Terms of reference for the communications committee have recently been developed and are posted on the site for comment.

Seabed Utility Corridors

As reported at the workshop, the Federal-Provincial ESSIM Working Group – comprised of representatives of about 20 ocean-related departments – has been exploring the concept of seabed utility corridors as a multiple use planning approach off Nova Scotia. In addition to being highlighted in the 2001 *Nova Scotia Energy Strategy*, this concept is being promoted and discussed by a number of communities of interest in the region. Following a successful intergovernmental workshop in October 2002, the Working Group has finalized a working paper on the various considerations involved. Opportunities to discuss seabed utility corridors with affected industries and interests are being planned.

Building the ESSIM Forum

Designing a balanced and effective mechanism for collaborative planning is one of the largest challenges faced in the ESSIM Initiative. Although the ESSIM Forum, as a network of interested individuals, is developing in a promising way, priority attention is needed on the future structure, linkages and processes to be used for integrated ocean management. As a key step in this, the Forum Secretariat will be working with the Federal-Provincial ESSIM Working Group on the development of effective intergovernmental arrangements for integrated management, including the establishment of an executive-level body to improve policy coordination and provide intergovernmental support to the ESSIM Initiative and to related integrated ocean and coastal management initiatives in the region. The Forum Secretariat will also continue to work with each community of interest to facilitate their involvement in the planning process. The establishment of specific working groups in support of various activities will provide important mechanisms for collaboration.

Developing Management Objectives

A number of views and comments were received during the workshop on the general management objectives presented in the *Strategic Planning Framework*. These included issues of terminology, categorization, perceived hierarchies among various objectives, and, perhaps most importantly, the need to develop measurable objectives and indicators. The ESSIM Initiative is already central to several efforts underway nationally and regionally to develop operational ecosystem and/or marine environmental

quality objectives, and these activities will continue to be supported. The development of social, cultural, economic and institutional objectives is equally important to ensure a balanced approach to planning in the Large Ocean Management Area. The Forum Secretariat is interested in this topic and invites suggestions on ways to do this. As an example, a workshop could be used to build on the general management objectives and to develop more operational/measurable objectives and indicators.

Other ESSIM-Related Activities

In addition to the work that the Forum Secretariat is planning to undertake with interested groups, a number of other important ESSIM-related activities are happening during 2003–2004. For example, a multi-stakeholder advisory committee has recently been established to assist DFO in the designation process for the Gully MPA and the ongoing development of the MPA management plan. DFO and the Geological Survey of Canada – Atlantic (Natural Resources Canada) are also collaborating on a 3-year science program to characterize benthic ecosystems on the Scotian Shelf. This work will provide important contributions to the ecosystem-based management framework presented in the *Strategic Planning Framework*. In addition, DFO Science and Oceans Branches have developed an ecosystem status report of the eastern Scotian Shelf area that will be useful as baselines and reference points are determined for the planning process.

RÉSUMÉ

Dans le cadre de l'initiative de Gestion intégrée de l'est du plateau néo-écossais (GIEPNE), on élabore un processus de collaboration et de gestion concernant la zone étendue de gestion de l'océan (ZEGO) de l'est du plateau néo-écossais (voir la carte à la p. 2). L'élaboration d'un plan de gestion intégrée de l'océan pour cette vaste zone biogéographique marine fait intervenir de nombreuses communautés d'intérêt, dont le gouvernement, les Premières nations, l'industrie océanique et les utilisateurs des ressources, les groupes environnementaux, les communautés côtières et les chercheurs universitaires. Afin de promouvoir un dialogue intersectoriel, de renforcer les capacités de planification et de gestion intégrées de l'océan, et de discuter des éléments principaux du document de travail intitulé *Cadre de planification stratégique du Plan de gestion de l'océan de l'est du plateau néo-écossais,*[2] le ministère des Pêches et des Océans (MPO) a tenu le deuxième atelier du Forum de la Gestion intégrée de l'est du plateau néo-écossais (GIEPNE) à Halifax (Nouvelle-Écosse), plus précisément à l'Université Mount St. Vincent, les 18 et 19 février 2003. Une équipe de planification multisectorielle a aidé le MPO à mettre sur pied l'atelier et à en établir le programme. Environ 155 participants, venant de diverses communautés d'intérêt du secteur des océans, ont pris part à l'atelier et discuté des grands éléments de l'initiative de GIEPNE, notamment du *Cadre de planification stratégique* du plan de gestion intégrée ainsi que de la structure de planification concertée qu'est le Forum de la GIEPNE. Une bonne partie de la discussion a porté sur les éléments de planification du *Cadre de planification stratégique* et sur le forum proposé, ainsi que sur les exigences connexes à une structure réseautée qui puisse unir et engager le MPO, les autres partenaires gouvernementaux et les communautés d'intérêt du secteur des océans dans la planification et la gestion intégrées de l'océan.

Dans la plupart des cas, les participants se sont montrés favorables à l'orientation générale de l'initiative de GIEPNE contenue dans le *Cadre de planification stratégique.* Un vaste éventail de perspectives et d'opinions sur les diverses composantes du futur plan de gestion de l'océan a été présenté, notamment en ce qui a trait aux objectifs de gestion, au cadre de gestion écosystémique, aux approches de zonage et de planification de l'espace, et à la structure proposée de Forum de la GIEPNE. Ce que cela signifie sur le terrain et les délais d'intervention sont au cœur du débat. D'importants avis ont été formulés au sujet des prochaines étapes d'élaboration et de mise en œuvre du plan. D'après ce qu'a retenu le MPO de l'atelier, le plan de travail du secrétariat du Forum de la GIEPNE sera axé sur les priorités suivantes pour 2003-2004.

Cadre de planification stratégique du Plan de gestion de l'océan de l'est du plateau néo-écossais

Le Secrétariat du Forum continuera de diffuser le *Cadre de planification stratégique* et d'en débattre au cours du printemps et de l'été 2003. Une large participation est essentielle pour que le plan de gestion de l'océan soit équilibré et efficace pour toutes les communautés d'intérêt de la zone étendue de gestion de l'est du plateau néo-écossais. Le *Cadre de planification stratégique* peut continuer à servir de pôle de discussion et d'expression des opinions sur les éléments et les exigences du plan de gestion de l'océan.

Opération de planification à l'échelle des zones de gestion de l'océan (ZGO)

Des participants à l'atelier ont indiqué qu'il était nécessaire de commencer à appliquer les approches du *Cadre de planification stratégique* à la zone étendue de gestion de l'océan et à ses sous-unités écosystémiques proposées, appelées zones de gestion de l'océan (ZGO). À cette fin, on a suggéré de confier à un groupe de travail le soin de mener une opération de planification en vue de l'élaboration d'un plan à l'échelle des ZGO. Il a également été proposé d'axer cette opération de planification sur une zone

[2] Secrétariat du Forum de la GIEPNE, *Cadre de planification stratégique du Plan de gestion de l'océan de l'est du plateau néo-écossais - Document de travail établi à l'intention du Forum de la GIEPNE* (MPO, janvier 2003).

où les utilisations multiples de l'océan et les effets connexes sur l'écosystème sont importants et où interviennent divers systèmes et instances de gestion. D'après les critères proposés par les participants à l'atelier, cette première opération de planification portera sur les ZGO de l'île de Sable-Banquereau et du talus nord-est (adjacentes à la future Zone de protection marine du Gully). Le secrétariat du Forum collabore avec un groupe de travail multilatéral, composé de participants intéressés provenant de divers horizons du secteur océanique et d'organismes gouvernementaux du réseau du forum de la GIEPNE, pour organiser cette opération de planification à l'échelle des ZGO. Le travail accompli par le groupe de planification sera partagé avec tout le réseau du Forum de la GIEPNE tout au long du processus et la participation à l'opération de planification est ouverte à tous. En plus de cette opération de planification à l'échelle des ZGO, on poursuivra le travail à l'échelle plus vaste de la zone étendue de gestion de l'océan, notamment l'établissement de cartes des activités d'utilisation de l'océan, les recherches sur les écosystèmes et l'étude des approches de gestion et de réglementation. Cependant, une opération de planification à l'échelle des ZGO contribuera à mener à bien le cycle de planification et à démontrer comment la gestion intégrée mettra en application les divers degrés de connaissance pour faire progresser le processus de planification.

Forum de discussion en direct sur la GIEPNE

Au cours de l'atelier, les participants ont été invités à s'inscrire au forum de discussion en direct sur la GIEPNE, qui est élaboré par Thinkwell Online (www.thinkwell.ca). Un comité de communications multisectoriel a été mis sur pied pour cerner les sujets de discussion possibles pouvant être traités dans des séances de discussion en direct, dirigées et minutées. On envisage plusieurs sujets possibles de discussion minutée pour les séances en direct sur la GIEPNE, dont le zonage de l'océan, l'échange et la gestion d'information, et la résolution ou l'évitement des conflits dans la gestion intégrée de l'océan. L'outil de discussion en direct sur la GIEPNE servira aussi à obtenir une rétroaction sur le *Cadre de planification stratégique.* Le site de discussion comporte une page de bibliographie qui permet d'accéder facilement aux documents connexes à la GIEPNE servant de base aux discussions en direct. Le mandat du comité responsable des communications vient d'être élaboré et il est affiché sur le site pour qu'on le commente.

Corridors de services sur le fond marin

Tel qu'indiqué à l'atelier, le groupe de travail fédéral-provincial de la GIEPNE, composé de représentants d'environ 20 ministères oeuvrant dans le domaine de l'océan, a étudié l'idée de corridors de services sur le fonds marin, comme moyen de planification des utilisations multiples de l'océan au large de la Nouvelle-Écosse. En plus d'être présenté dans la stratégie énergétique de 2001 intitulée *Nova Scotia Energy Strategy,* ce concept fait l'objet d'un appui et de discussions de la part de diverses communautés d'intérêt de la région. Après avoir tenu avec succès un atelier intergouvernemental sur ce sujet en octobre 2002, le groupe de travail a mis la dernière main à un document de travail sur les divers éléments à prendre en considération. On prévoit d'organiser d'autres occasions de discussion sur les corridors de services sur le fond marin avec les industries et les communautés d'intérêt concernées.

Construire le Forum de la GIEPNE

Concevoir un mécanisme équilibré et efficace de planification concertée est un des plus grands défis associés à l'initiative de la GIEPNE. Quoique le Forum de la GIEPNE évolue de manière prometteuse, il importe de s'attacher à la structure, aux liens et aux processus futurs nécessaires à la gestion intégrée. Pour progresser en ce sens, le secrétariat du Forum collaborera avec le groupe de travail fédéral-provincial de la GIEPNE à l'établissement de bonnes ententes intergouvernementales de gestion intégrée, y compris à la création d'un organe de direction chargé d'améliorer la coordination et d'apporter un soutien intergouvernemental à l'initiative de GIEPNE ainsi qu'aux initiatives connexes de gestion

intégrée de l'océan et de la zone côtière dans la région. Le secrétariat du Forum continuera aussi de travailler avec chacune des communautés d'intérêt pour faciliter leur participation au processus de planification. La création de groupes de travail chargés d'appuyer diverses activités fournira d'importants mécanismes de collaboration.

Élaboration des objectifs de gestion

Divers points de vue et commentaires sur les grands objectifs de gestion présentés dans le *Cadre de planification stratégique* ont été exprimés au cours de l'atelier. Ils portaient sur la terminologie, la catégorisation et les hiérarchies apparentes des divers objectifs et, ce qui est peut-être plus important, sur la nécessité de fixer des objectifs et des indicateurs mesurables. L'initiative de GIEPNE est déjà au cœur de plusieurs démarches entreprises à l'échelle nationale et régionale pour élaborer des objectifs opérationnels écosystémiques ou des objectifs sur la qualité du milieu marin et on continuera de soutenir ces démarches. L'établissement d'objectifs sociaux, culturels, économiques et institutionnels est également important pour que la planification dans la zone étendue de gestion de l'océan soit équilibrée. Le Forum du secrétariat s'intéresse à cette question et sollicite des suggestions sur la façon de la traiter. Par exemple, on pourrait recourir à un atelier pour élaborer des objectifs et des indicateurs plus opérationnels et plus mesurables à partir des grands objectifs de gestion.

Autres activités liées à la GIEPNE

Outre le travail que le secrétariat de la GIEPNE compte entreprendre avec les groupes intéressés, diverses autres activités importantes liées à la GIEPNE se dérouleront en 2003-2004. Ainsi, un comité consultatif multilatéral a déjà été mis sur pied pour aider le MPO dans le processus de désignation de la ZPM du Gully et l'élaboration du plan de gestion de la ZPM. Par ailleurs, le MPO et la Commission géologique du Canada – Atlantique (Ressources naturelles Canada) collaborent aussi à un programme scientifique triennal ayant pour but de caractériser les écosystèmes benthiques du plateau néo-écossais. Ce travail contribuera de manière importante au cadre de gestion écosystémique présenté dans le *Cadre de planification stratégique.* De plus, les Directions des sciences et des océans du MPO élaborent un rapport sur l'état de l'écosystème de l'est du plateau néo-écossais, qui se révélera utile au fur et à mesure que les bases et points de référence du processus de planification seront établis.

ACKNOWLEDGEMENTS

The ESSIM Forum Secretariat would like to thank all workshop participants and organizers, as your interest, input and energy made the workshop a success. We also would like to thank the multi-sector ESSIM Forum Workshop Planning Team, which played an integral role in designing the workshop format and agenda. The composition of the Workshop Planning Team included representatives from the following organizations: BLSmith Groupwork Inc.; Kerr-McGee Offshore Canada; Marine Affairs Program, Dalhousie University; Dept. of Sociology and Social Anthropology, Dalhousie University; El Paso Canada Pipeline Co.; World Wildlife Fund Canada; Canada-Nova Scotia Offshore Petroleum Board; DFO Invertebrate Fisheries Division; Guysborough County Inshore Fishermen's Association; EnCana Corporation; Transport Canada; CEF Consultants; Petroleum Research Atlantic Canada; Seafood Producers' Association of Nova Scotia; Canadian Coast Guard; School for Resource and Environmental Studies, Dalhousie University/Canadian Parks and Wilderness Society; and the Geological Survey of Canada – Atlantic.

The facilitated small-group discussion sessions enhanced the overall productiveness of the workshop. Thanks to Bruce Smith, the Workshop Facilitator, and his dedicated team of facilitators:

Andre d'Entremont (Kerr-McGee Offshore Canada)
Annabelle Singleton (CBCL Ltd.)
Becky Field (Marine Affairs Program, Dalhousie University)
Cathy Merriman (WWF Canada)
Geoffrey Hurley (EnCana Corporation)
Kim Doane (Nova Scotia Energy Department)
Lucia Fanning (Environment Canada)
Steve Kempton (DFO Coast Guard)
Tana Worcester (DFO Science)

And staff from the Oceans and Coastal Management Division:

Dave Duggan
Denise McCullough
Derek Fenton
Jason Naug
Joe Arbour
Maxine Westhead
Paul Macnab

The Secretariat would also like to thank the various people who assisted in the preparation of this workshop report. In particular, we thank Bruce Smith for guidance in facilitating the small-group and plenary discussions, and Melissa McDonald, Debi Campbell, Lesley Carter, Stanley Johnston, and Celeine Renaud for their assistance with various aspects of the workshop. Finally, we would like to recognize the logistical support of Jessica Jackson throughout the planning and operation of the workshop.

1.0 INTRODUCTION

The ESSIM Initiative is a collaborative management and planning process for the Eastern Scotian Shelf Large Ocean Management Area (see map below). The development of an integrated ocean management plan for this large marine biogeographic area involves a broad range of interests, including government, First Nations, ocean industry and resource users, environmental interest groups, coastal communities, and university researchers. To promote cross-sectoral dialogue and capacity building for integrated ocean management and planning and to discuss key elements of the draft discussion paper, *A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan*, Fisheries and Oceans Canada (DFO) hosted the 2nd Eastern Scotian Shelf Integrated Management (ESSIM) Forum Workshop in Halifax, Nova Scotia, at Mount St. Vincent University, 18–19 February 2003. A multi-sectoral planning team had assisted DFO in the workshop design and agenda. Approximately 155 participants from a broad range of ocean interests attended the workshop to discuss key elements of the ESSIM Initiative, including the *Strategic Planning Framework* for the integrated ocean management plan and the collaborative management and planning process and structure, known as the ESSIM Forum. Much of the discussion focused on the elements in the *Strategic Planning Framework* and on the proposed Forum and the requirements for a networked structure to engage and link DFO, other government partners, and ocean stakeholders for integrated ocean management and planning.

Workshop participants were assigned to multi-sectoral tables during four 1-hour small-group discussions over two days. Each table had an assigned facilitator/reporter. Participants were rotated on day 2 to tables with different facilitators and participants than on day 1. These workshop proceedings are based on the audio recordings and notes recorded by the plenary facilitator as groups reported back on their individual discussions. In most cases, the text is near verbatim transcription with some minor editing for readability and clarity. Questions being addressed appear in Italics at the beginning of each discussion section. Also included are summaries of the final plenary discussion and the small group discussions, a synthesis of the ESSIM response surveys submitted, and summaries of the presentations and ensuing discussions.

To obtain more information on the ESSIM Initiative or to provide feedback on this workshop report, please contact:

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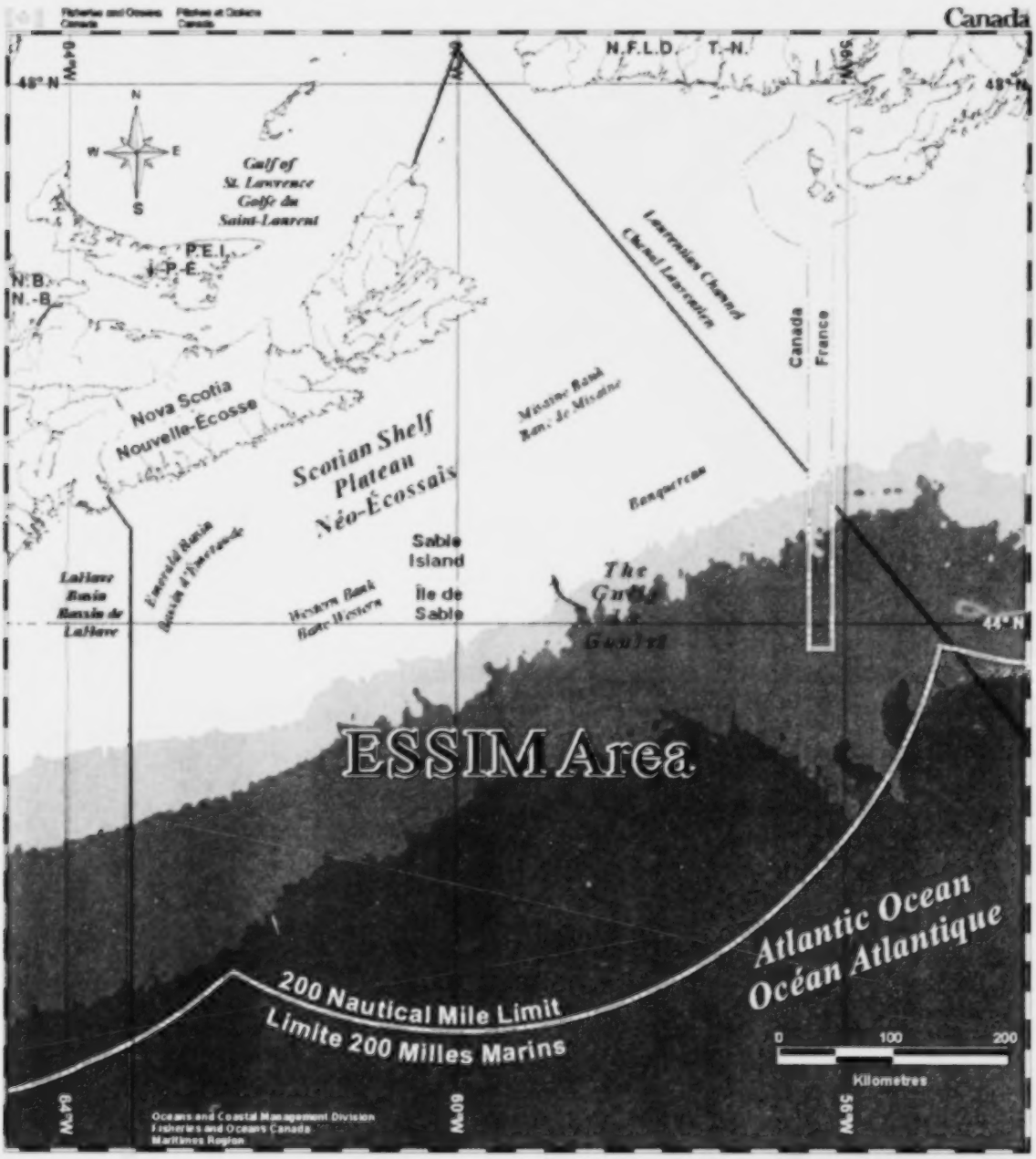
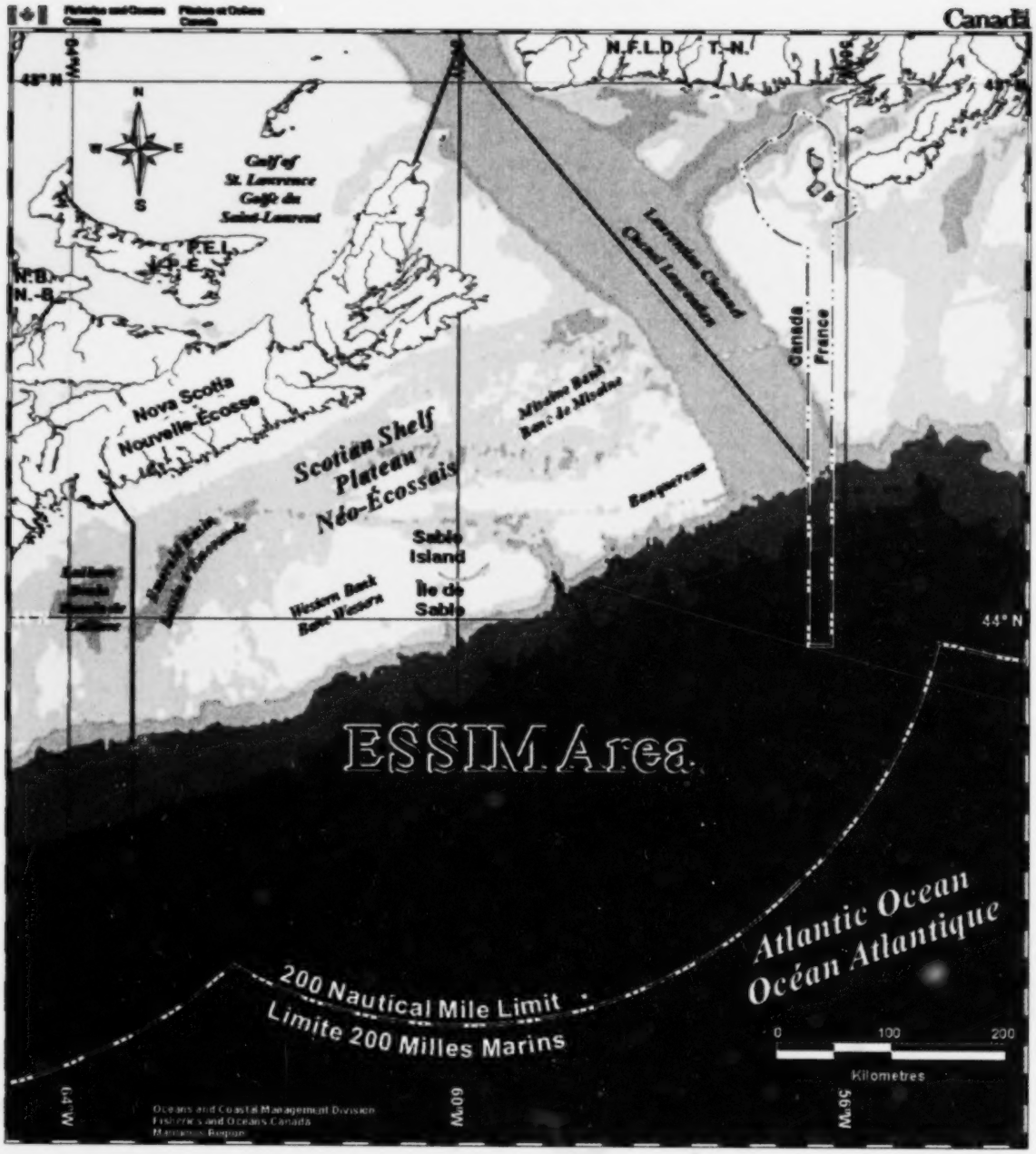
The Eastern Scotian Shelf Large Ocean Management Area



The Eastern Scotian Shelf Large Ocean Management Area



2.0 WORKSHOP PRESENTATIONS AND SMALL GROUP DISCUSSIONS

DAY 1

Presentation on "A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan"

After the opening remarks and introductory speeches (see Appendix III), Glen Herbert, with the ESSIM Forum Secretariat, provided an overview presentation of the January 2003 discussion paper, "A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan." The purpose of this presentation was to provide some background information and explain the rationale behind the discussion paper, and to help set the scene for the discussion topics planned for the two-day workshop.

The intent of the Strategic Planning Framework is to guide the development of the future Ocean Management Plan and to identify and link the basic plan elements required for integrated management in the Eastern Scotian Shelf Large Ocean Management Area (LOMA). The presentation noted that the plan is being developed at the strategic level and is aimed at providing a long-term basis for addressing the full range of ocean management requirements in the LOMA. The legislative basis for the plan is drawn directly from the *Oceans Act* and its provisions for the development of integrated management plans and bodies (Sections 31 and 32). The plan will respect and build on existing management authorities and mandates, whereby regulatory authorities remain responsible and accountable for implementing management policies and measures within their defined mandates and jurisdictions. The need to develop the plan in cooperation with First Nations bodies is also taken into account. Rather than attempt to replace existing management processes and structures, the plan will be aimed at strategic-level coordination of various mandates and responsibilities.

The vision for the ESSIM process is to achieve and maintain sustainability in the LOMA, specifically in terms of environmental, economic, social/cultural, and institutional sustainability. The corresponding vision for the plan is to provide strategic, long-term direction and a common basis for commitment and action to achieve the vision, goals and objectives for the ESSIM planning process.

The plan will be used to address the full range of integrated management requirements, including multiple ocean use (both within and among ocean sectors), ecosystem protection and resource conservation, and matters relating to management jurisdictions, and policy and regulatory coordination.

The Strategic Planning Framework puts forward a set of general management objectives for the plan. These objectives flow directly from the vision for sustainability and are organized according to the four key elements of environmental, economic, social and cultural, and institutional (governance) sustainability. These are high order objectives designed to provide overall, strategic direction for achieving desired outcomes and results.

The general *environmental objectives* are divided into two components: (i) *ecosystem objectives* for protecting, restoring and/or maintaining natural biodiversity, productivity and ecosystem components, functions and properties; and (ii) *sustainable use objectives* for maintaining healthy connections between humans and the resources and ecosystems upon which they depend. This distinction recognizes that marine ecosystems must be both protected for their intrinsic value and functions and conserved for their ecological services to humans.

The *social and cultural objectives* are aimed at achieving and maintaining sustainability within and across all ocean communities of interest. The *economic objectives* are aimed at achieving and maintaining sustainable economic development in a multiple ocean use environment through the development of

agreed strategies for economic diversification and innovation, stability and security of investment, best practice, and equitable access and opportunity. The *institutional objectives* are aimed at establishing an effective and integrated ocean management and planning process based on shared information, responsibility, action and accountability across government and communities of interest.

The next step is to develop operational-level objectives, indicators, targets, and associated management actions for each category. For each operational objective, responsibilities will be identified and established for monitoring, reporting and corrective management actions. The operational objectives will be developed, monitored, and reviewed through the annual plan implementation process.

In addition to the objectives, a spatial planning framework is needed for ecosystem-based management to address management requirements at various scales and for different ecosystem types. To do this, an understanding of the nature of ocean use and related interactions and impacts is needed. The Strategic Planning Framework identifies a nested approach based on the LOMA-scale, and smaller components as required in the offshore and along the coast. The LOMA provides the large-scale geographical and ecosystem basis for the application of general management objectives and provides an appropriate scale for coordination of management policies, plans and measures to achieve the objectives. This approach is needed to apply operational objectives with measurable reference points and indicators at scales most practical to various activity types.

A set of smaller scale eco-zones (Ocean Management Areas – OMAs) has been proposed for the LOMA. Temperature and salinity differences and current patterns that dominate the habitat of species living in these ecological areas helped define these eco-zones. This pelagic characterization can be linked with the benthic characterization in preparation. The ESSIM area contains all or parts of 8 proposed eco-zones for the broader Scotia-Fundy region. The ecological parameters for eco-zones need to be considered in relation to human use, including: (i) activity types and nature of use; (ii) location and extent of activities; and (iii) resulting pressures and impacts.

Ocean activities and impacts can be measured on an area basis against ecosystem indicators. Various approaches can be taken to do this within the existing management and regulatory context, including various sector-based zones currently in use. By overlaying existing sets of zones, four general categories of use and management can be identified for the LOMA: (i) intensive use areas; (ii) general use areas; (iii) special management areas; and (iv) protected areas. Spatial planning and zoning can be used to protect habitats and ecological processes, to manage multiple ocean use, to address spatial/temporal interactions among activities (including cumulative effects), to provide greater clarity for ocean users and regulators, and to apply performance targets and indicators (e.g., MEQ) on an area basis.

Efforts to design a collaborative planning process are ongoing and are based upon the requirement that the process be open, inclusive and transparent. Decisions are to be based on shared information through a process where decision-makers and those affected by the decisions jointly seek outcomes that meet all interests. Legal jurisdictions and mandates are respected and regulatory authorities remain responsible and accountable to implement policies and measures according to their mandates. The proposed ESSIM Forum provides such a mechanism for plan development, implementation and monitoring, and the development of this body is considered a priority.

A network of interested individuals is coalescing to create the proposed ESSIM Forum. The basic elements required for the ESSIM Forum planning framework include a mechanism for multi-stakeholder engagement, operational and executive-level government involvement, and secretariat support. The institutional components for the ESSIM Forum will continue to develop by building capacity through ongoing communications, information sharing, networking, and the effective organization of government, sector groups and networks to participate in the planning process. The institutional structure being used in

the Southeast Marine Planning process in Australia may provide options for ESSIM stakeholders on how to structure the process.

Several priority activities have been identified as part of the annual plan implementation process, including the development of operational objectives and indicators and a spatial planning framework. Options and mechanisms for plan approval are being reviewed, such as policy statements or MOUs, letters of agreement, codes of practice, and DFO ministerial approval under the *Oceans Act*.

The ESSIM initiative is developing a collaborative process for multi-stakeholder input, advice and planning. In terms of benefits and outcomes, the ESSIM process is recognized as a vehicle for government coordination and commitment, as an important forum for awareness raising, communications and issue identification, and a regional catalyst for ecosystem approaches to ocean management.

Presentation on "Summary of ESSIM Activities 2002–2003"

Glen Herbert: A lot of what the ESSIM Secretariat worked on over the last year was a direct result of the input and direction from the 1st ESSIM Forum Workshop. We have continued to work at our Federal-Provincial ESSIM Working Group level, which is functioning well and working to build broader provincial and federal support for integrated management. We have used it as a venue for discussing a number of topics – chunks of integrated management – including seabed utility corridors and an investigation of the merits of that concept. We know that the Nova Scotia Energy Strategy talks about seabed utility corridors and there are various departments with relevant mandates. We also know that there are various sectors like the fishing industry and community development agencies that are also interested in looking at this concept. We actually did undertake work on that topic over the last year. We produced a discussion paper within government to use as a basis for discussion with our federal and provincial colleagues, and the Working Group suddenly expanded to include agencies that had not previously been involved but had a mandate in this particular topic. For example, we had the National Energy Board come and they are now part of our Working Group. So it keeps expanding and that is a positive development – utility corridors are almost a case study of ocean use planning. It involves a number of different sectors, primarily aimed at reconciling interactions between the energy sector and the fishing sector, but it has other involvement too. Once we finalise the discussion document, we will undertake to invite people from industry and communities to discuss this. We do not have a specific timeline, but that is the general intention of the Working Group. The agencies need to discuss a few more things before we proceed with a broader discussion.

Also, it became evident last year that we have many different groups and sectors and some of them are diverse. For example, the fishing industry has many different components – inshore/offshore and different gear types – and is huge and diverse and does not always agree within itself. One undertaking made by the fishing sector last year was to come together to discuss ESSIM from a common perspective of people who make a living from fishing. Soon after the last workshop, we met in April 2002 in Port Hawkesbury to discuss ESSIM and utility corridors. We met again in September 2002 and shared information. The fishing industry is producing their own principles document in terms of their objectives for integrated management and interaction with other ocean uses. That document, an "Oceans Use Framework", is being discussed at the Scotia-Fundy Fishing Industry Roundtable soon.

We have also met with some conservation interests because they recognised that there are many different groups out there with different priorities and ways they would like to see things undertaken, but yet they all have a common interest in promoting conservation and protection in the area. Meeting with that group involves meeting with people from Dalhousie University, WWF and the Ecology Action Centre. This is under the model of trying to build capacity to improve dialogue with different sectors. The ESSIM

Forum Secretariat has been working bilaterally with different sectors, but eventually we would like to have everyone connected. We have continued with ecosystem understanding and produced an ecosystem overview that describes what we know about the Scotian Shelf. Much of the material in the Appendix to the *Strategic Planning Framework* comes from the ecosystem overview document. We have continued with benthic characterization efforts. We have continued to understand the nature of use and how it is managed, including oil and gas and commercial shipping patterns. We continue to work on a regulatory overview to complement the ecosystem overview to put in one document all of the management and regulatory processes for the area. The question was raised earlier about streamlining this process and ESSIM. There are many connections to bring together under one umbrella, including the connections of the people, as the people involved in oil and gas regulatory streamlining are also involved in the ESSIM process. All of this merged into the drafting of the *Strategic Planning Framework*, which was one of the major things that the ESSIM Forum Workshop last year wanted to see, i.e., what would an integrated management plan look like? The discussion paper is a small percentage of what would likely go into an integrated management plan, but we tried to identify the key elements – objectives, planning frameworks, governance structures, plan monitoring programs – things that have to be developed. The basic message is that the workshop last year set the course for we have done and hopefully that will continue to further the planning process with the current discussion paper.

Questions

Cheryl Berubé: I wonder if you could give more information about the Federal-Provincial ESSIM Working Group because I haven't heard much about it.

Glen Herbert: The Federal-Provincial ESSIM Working Group was established in January 2001. It has met about six times since that time. Initially it was brought together to look at the discussion papers for last year's Forum Workshop, to review them and provide advice on and input to them. Since that time, the list of agencies and individuals for those agencies involved has been growing. We have used it for a number of different purposes. It was the primary venue when we had discussions within government on the investigation of seabed utility corridors for Nova Scotia. We also brought the Working Group together to review the regulatory proposal for the Sable Gully Marine Protected Area. So it is a very informal and operational-level working group that includes representatives from every agency at the federal and provincial level that has an ocean-related mandate.

Cheryl Berubé: Do we get a chance to find out who is on this Working Group, the names etc.?

Glen Herbert: Yes, there is no problem providing that information. We can undertake to do that by the end of this workshop or through E-mail later on when we send out the participants' list. A lot of the people on the Working Group are in this room now, and we usually have a good turnout, with about 20 individuals per meeting.

Mark Butler: Thank you for your presentation. I am glad that Neil Bellefontaine mentioned that perhaps the next event might be outside of Halifax. I think that is really important. In your presentation, I enjoyed the slides on zoning and what is going on in Australia. I think that is really useful. The question that I have has to do with timing. This is a long-term process before we see results in a major way. Although this is perhaps a venue to resolve some issues that arise like seismic or some of the licenses being issued, but the issuance of licenses, permitting for seismic, and new fisheries – that's all going on while we are sitting in this room or between annual meetings. How do you propose to address this, and what are the mechanisms? By the time we come out with a plan a lot of the activities will be granted, accepted, and permitted. How do you reconcile those two timetables?

Glen Herbert: That has been one of the most enduring challenges for ESSIM and for any integrated management process because it is a very long-term process that takes a long time to get everyone to the table and to come to some kind of agreement on the basic principles and approaches that we are going to use. At the same time, development of the offshore is continuing at a much different pace – sometimes faster, sometimes slower. You see a slowdown now perhaps in oil and gas exploration, but actually on balance not. The reconciliation between a long-term planning process and coming out with a strategic level plan or an integrated management plan five years down the road while that development has been undertaken remains a challenge. The best advice I can offer is that we use this forum to raise those issues and we use the expertise, knowledge, and the interests of the people here and including the people that are involved in those development activities to try and hive off issues that require immediate attention and to use the ESSIM Forum to foster that kind of discussion. That may be not be the most practical answer, but that's really where the ESSIM Forum is now. It is still identifying those issues and setting a broader, longer-term course of action. And we have to accept that sectors are still going to continue to operate and we still have to manage on a sectoral basis in many cases. It's how we coordinate at the overall level. There are venues and opportunities for addressing some of these issues and we have to continue to use those tools too. So we really respect the fact that people still continue to discuss these things even though things they are concerned about are not being addressed at this stage in the process. But we have to make sure that we develop a plan that will eventually be able to address all of those things. But it is certainly going to take a lot of time and I do appreciate your concerns.

Bruce Smith: It is worth noting that the design of this discussion over these two days does not follow the flow in the discussion paper. On day 2 we are going to talk first about implementation in the morning and then about the collaborative process in the afternoon. The idea was that we leave tomorrow with as much of a drive for action as we can. The question of what is going on now and how we can get the ESSIM process moving in higher gear to catch up with what is already going on is recognized as something that is very important. But ultimately, it is a similar message to what we heard last year, which is that there really needs to be some feeling from this group that the end of this is about not only what should be happening, but how it should be put forward. And so there is a challenge to us not only to describe it and vision it, but to think about what kinds of processes might we might come out with and how might we connect those and get some action between these annual sessions. I just wanted to leave that as a thought for where we go.

Toby Balch: I attended last year's conference and I believe the issue of the addition or inclusion of the coastal zone came up. At the time, if I am correct, the statement was made that it was too complicated, there are too many stakeholders, and it couldn't really be included. My question is, since this time around it has been included, could you elaborate more on how that might work and how that presumably large increase in the number of stakeholders would fit in?

Glen Herbert: Those are good points. In terms of providing some history, when ESSIM first came around and was announced by the Minister back in December 1998, it was touted as an offshore pilot project and it was really looking at offshore communities of interest, issues and management regimes. There has been an ongoing discussion in this Forum about the impracticality of addressing the offshore and not really dealing with the inshore, because of course we know that pollution largely comes from inshore land-based sources. As we worked over the last few years, we realized that many of the activities and interests involved in ESSIM flow from the inshore to the offshore and the connections between the ecosystems do so as well. So we are always mindful of the inshore. Now regarding statements like "bringing in the coastal dimension adds too much complexity and too many stakeholders" – yes, those comments were made. But I think there are ways that we can link in coastal processes and we are doing that now. There is work going on in the Bras d'Or Lakes that would be considered a Coastal Management Area under the ESSIM Large Ocean Management Area. And there's work ongoing in Guysborough County on aquaculture planning and also in the Halifax Regional Municipality. So it is all

connected and there are various groups doing this and they all link together. We haven't had an opportunity to really articulate the fact that now ESSIM has gone inshore, but basically that occurred when it became a Large Ocean Management Area. If you read the National Integrated Management Policy Framework, you will see that it is basically is all encompassing – the estuarine, coastal, and marine waters. That is the real reason as to why it was suddenly transformed to be a fully inshore/offshore approach, and of course the number of people involved will be increased too.

Darren Hicks: Could you clarify what you mean by "restore and maintain biodiversity" and how you would achieve that? Because one could interpret it as restricting activity, regardless of what it is, to restore and maintain biodiversity.

Glen Herbert: Certainly one of the major objectives in the ocean agenda is biodiversity and there are various tools that we can put in place to help address issues of protecting biodiversity. The terms "maintain and/or restore" are really a reflection that in some cases we need remedial action to try and improve things, so that is where "restore" comes in, and once we get to where we want to be, we then try to maintain it. In the case of marine protected areas, which is a major tool for protecting biodiversity, it can mean restrictions on certain activities. It doesn't necessarily mean that has to be the case,, but it may mean that they operate under a different set of objectives and measures than was the case before. So it is a high-level objective for the world and we are trying to embody that into our planning process, and it certainly keeps coming up as major ecosystem objective for us.

Thierry Husson: Could you establish the links between the announcement of the Ministers of DFO and Energy at the federal level and the Nova Scotia Energy Minister very recently on streamlining the regulatory process. What is the link between ESSIM and this announcement?

Glen Herbert: As Mr. Bellefontaine mentioned we do have a Memorandum of Understanding with the Offshore Petroleum Board, an interdepartmental MOU where we are trying to work to streamline our components of the process. So certainly ESSIM would be brought into that process. ESSIM is all about trying to promote and support the improvement of the regulatory process and the management approaches. So basically ESSIM is an umbrella over that. The activities and measures that are put in place under that announcement will occur between the various agencies that have authorities. It is really hard to provide a direct link between this initiative and that process except that it is entirely consistent with the overall objectives for ESSIM – to improve clarity and regulatory efficiency for offshore development while maintaining ecosystem protection. Basically it is entirely consistent with ESSIM and we support it.

Small Group Discussion #1: General Management Objectives

This discussion focused on the general management objectives in the *Strategic Planning Framework*. These are organized in terms of four broad categories of sustainability: environmental, social and cultural, economic, and institutional.

- *Consider the objectives outlined in each of the four categories. How do they look to you? Are your interests reflected in these objectives? Which ones are especially important?*
- *Is this a balanced approach, one that can incorporate a wide range of interests? Are there objectives that you think should be included but are not?*

Table A

The table talked about the objectives being broad, all-encompassing and linked, and discussed the integration of the objectives. The institutional objectives were considered to be especially important. The table recognized the effectiveness of the ESSIM Forum as a facilitator to regulatory and sector interests. The group agreed with the streamlining of bureaucracy. The table emphasized that the objectives need to build communication and coordination, with the aim to build trust among everybody involved with the Forum.

Table B

The group undertook a three-dimensional pyramid drawing, with economic, environmental, social/cultural at the bottom and institutional objectives at the top, being the lynchpin between the three objectives at the bottom. The group discussed that there is not enough knowledge to support the objectives, i.e., we are at varying levels of knowledge with respect to each objective and this defeats the idea of having a level playing field. ESSIM really needs to support information sharing and go beyond that to support and assist information collection and research efforts to assist the whole process. The group talked about institutional objectives. Early conflict resolution needs to be stated more clearly in terms of being able to identify and resolve potential conflicts, issues, and challenges at the lowest possible level at the earliest opportunity rather than letting issues simmer into litigation. The group talked about definitions of sustainability, as there are some highly loaded terms that need to be more clearly defined to avoid confusion between sectors that define terms differently. With respect to cultural and social objectives that use the word "ensure," the table was concerned as to what extent objectives become deliverables to be acted upon, rather than giving us latitude.

Table C

The table addressed the fact that the objectives are based on the four elements of sustainability, and spent a fair amount of time discussing a common definition of sustainability. There was a lot of discussion that may be summarized as the notion to preserve *vs.* conserve and did not reach a conclusion, but the definition of sustainability was considered important to be clarified for a shared frame of reference. With regard to the objectives, the group felt that they could be massaged. For example, the logic of separating social from economic objectives was not apparent. The group also discussed the artificiality of separating the environmental objectives, i.e., intrinsic *vs.* the services to humans. Although it was not a consensus opinion, a number of people agreed that they liked the notion of including humans as part of the ecosystem and explicitly recognizing that. There was some discussion as to whether there should be a hierarchy of objectives. It seemed implicit that the ecosystem and ecological objectives had a higher ranking than the other objectives, but the group was unsure. If the ranking was intended to be explicit it should be made explicit. The table agreed with the importance of specifying non-renewable resources, as they were not apparent in the management plan. The cost of the governance process and what the plan is trying to achieve was not included. What are the transaction costs to governments and to all stakeholders? The group saw the institutional objectives as being very critical to facilitate the other three objectives, but the group was unsure if institutional objectives were a tool or should be put with the three pillars of sustainability as a fourth pillar.

Table D

There was general agreement that the overall objectives were good, but the non-sustainable industries need to be addressed in terms of clarification that there is support for these industries. Telecom needs to be addressed specifically on its own and not under the oil and gas umbrella, e.g., corridors etc. Clarification is needed on what ESSIM is – is it the Forum or is it the plan? There was general consensus

that ESSIM must contribute to the streamlining of the process and not add another layer of bureaucracy. Capacity to participate was a concern, specifically for coastal communities. How will the participation be supported to make sure that it is an open and fully collaborative process so that communities that would like to participate have an opportunity to do so? Clarification was sought on what is traditional use. Cables have been landing for many years – is that a traditional use? How do we ensure the inclusion of social and economic science and who does it? There are mechanisms and professionals in these fields that should be included in the process.

Table E

The group noted that in the guiding principles that there is a statement that the precautionary approach should be applied to cases where there is risk of serious or irreversible harm. That should be qualified by unacceptable risk. With the environmental objectives, the group felt that many of the ecosystem properties for which ESSIM has a goal to "maintain" are not within our control at all, such as temperature, salinity, and currents. So having the words "maintain" in connection with certain aspects of the ecosystem is rather arrogant and not possible. There was a suggestion to add air quality. In general, it was felt that strong statements and objectives under the ecosystem area are needed, but they have to be things that we can manage literally, so human activities and non-living resources should be included. Sustainable use objectives seemed to be economic-focused. When competing values and priorities exist, whose prevail? With social and cultural objectives, the fact that social communities are dynamic was not captured and the objectives seemed "pollyannaish" and were seen as being unrealistic. An open, transparent, and fair process is needed to adapt to and manage change within society. With respect to economic objectives, it was felt that short-term and medium-term opportunities should not be ignored, as they are not bad things. But they should not take precedence over long-term activities and benefits. Under institutional objectives, the key to ESSIM is bullet 4 – "ensure that those with the authority, power and responsibility to implement agreed-upon management plans and measures do so as part of their commitment and accountability to the collaborative process." There is a need for bottom-up, grassroots pressure, but at the same time within government departments, you need that top-down senior management buy-in.

Table F

The group had a range of comments from specific to overarching about the objectives. How is an acceptable balance of the objectives to be determined since there is such diversity, and who decides? How will hard choices be made in terms of setting precedents when coexistence cannot occur within the objectives? There was discussion of having these objectives recognize the need for a baseline in terms of ecological matters. Since a baseline is needed to measure the objectives from, it implies the need to get started now. Some repetition of these objectives was noted with the *Canada's Oceans Strategy* document and there was uncertainty whether they should be included here. How will compliance be measured and enforced for the institutional objectives? How can the timing and detail of these objectives be worked out, given the effort and time involved and that there are so many objectives? Overall, the language in the document was very difficult. It needs to be simplified for the audiences that are involved. Where there is a lack of knowledge in terms of fleshing out the details of the objectives, the precautionary approach should be emphasized. There is a need to be realistic regarding the implications of these objectives in terms of time and money. Perhaps a sub-set of the objectives should be focused upon. All stakeholders must be engaged in both setting and deciding the objectives and focus on something real, as these objectives seem too general. No heritage reference was found in the social objectives. Discussion on priority of use in the offshore must be inclusive of all users and potential users. For the economic objectives, an objective stated "promote long-term economic and social benefits for regional communities" – what are the timelines for such statements?

Table G

There was some discussion that there should be one main objective that links all the objectives. There needs to be a process to achieve consensus should there be opposing objectives and to decide which objective should take priority in that case. The application of objectives was not clear for all sectors. That could create a lack of trust in the process, which may lead to lack of participation in the process. Under social and cultural objectives, the terms "community" and "community of interest" may reflect different points of view. These terms should be more clearly defined. Under the economic objectives, there seems to be rigidity in the management process across all sectors that does not work well with the framework. For example, some deadlines in certain sectors like fishing or oil and gas can be in direct conflict with some economic objectives and in conflict with other objectives as well.

Table H

The ecosystem objectives need to be foundation objectives and be realistic. How far have we got with the measurement of objectives? The group put forward some practical suggestions such as renaming "institutional objectives" as "governance objectives". In terms of ecosystem objectives and how to measure whether they have been applied or not, it was suggested that a particular area be chosen within the ESSIM area, e.g., the Gully and surrounding area, as a pilot. Under the sustainable use objectives, there was some thought to add a bullet to define what is sustainable and what is not. Also, a bullet should be added about promoting and developing renewable sources of energy, such as tidal or wind energy. The group had a lot of discussion about science, as good science will make a better plan. In the absence of adequate information or science, we need more rigorous regulations and the precautionary approach. The group talked about the importance of baseline knowledge in order to measure progress and the objectives. The group discussed the issue of what is sustainable and one thought on a definition was "return as we found it". The group expressed caution about using the term "sustainable". On the economic side, are we being realistic with the objectives?

Table I

"Sustainability" is a term of complexity and the group suggested that it be dropped from the general management objective so that the four elements are on their own without being linked to the term "sustainability". The group debated whether the objectives were in order of priority of hierarchy. The table felt that there are environmental objectives throughout all of the other objectives. The terminology is used so it does flow quite well, starting with environment. A hierarchy should not be communicated. Overall, the group wanted objectives to communicate a push for information to fulfil some of the specific objectives. There was a debate about the sustainable use objectives being pulled from the environmental section and put on their own as an umbrella objective, as sustainable use is communicated in other sections. Specific wording changes and comments were on why the term "conserve" is in environmental objectives, while the other objectives start with "maintain." With the social objective, the term "secure communities" raised attention and regardless of that specific meaning, national security or sovereignty should be listed as a specific objective.

Table J

The group thought that it was difficult if not impossible to talk about objectives without also talking about implementation. The group generally found it hard to disagree as not much is missing on the surface. Questions were raised about the suitability of these objectives as ESSIM moves inshore, in particular nearshore/coastal areas and with respect to land-based planning. More complexity in the coastal area will mean a bit more work. There was a specific question about a social and cultural objective "for meeting human safety, health and security needs." We all take safety and security for granted, but it has not been

given much airtime in ESSIM. Also, health can be tied back into marine environmental quality. A lot of the discussion revolved around the balancing act between environmental and economic objectives, particularly communities in transition to new industry forms and having to make the tough decisions. Questions were raised regarding flexibility in communities and managing change and growth. Is ESSIM going to deal with this and do the objectives capture the idea of managing change and growth? In terms of balancing, there is a sense that ESSIM is a table for face-to-face discussions and a place to work out some of these balances without getting into major conflicts, i.e., without always having to go to regulators and regulations or lawyers at expensive panel hearings. Can we get at these incompatible interests and build understanding around them, if not some agreement? There is a big question of linking that understanding and agreement back to the institutional objectives and some of the institutional processes and mechanisms already in place. Everyone talks about streamlining the regulatory process, so in a nutshell how will the ESSIM table and outcomes tie into these other processes? That is really a question of implementation and governance.

Table K

The table felt that the general level objectives were broad enough that they capture the interests of all involved. At that level, it is fairly easy to find the balance among the different interests, but the challenge will be maintaining a balance as we get more specific into the operational objectives and actual implementation. "Sustainability" needs to be defined and there may be several definitions of sustainability depending on if it is ecological sustainability, economic sustainability, and cultural sustainability, etc. The definitions should reflect the priorities of each sector and group. In terms of themes or activities deemed to be highest priorities and underlying all the activities that go on through ESSIM, research and science should be built up and supported to establish the kinds of baseline information that will be needed to develop performance measures and marine environmental quality (MEQs) standards etc. Support is needed for scientific projects like SeaMap, economic analyses of different activities in the different management areas, and collaboration and information sharing. As a project-specific example, the Canadian Geospatial Data Infrastructure could be used better. When we talk about science, let's not forget about social science and sustainability of communities. The table thought it was important to separate social objectives from economic objectives because community sustainability is more than just jobs. How do you maintain a way of life? How do you measure cultural and social values? The group talked about the need for clarification about institutional accountability and how decision-making is ultimately going to be made based on whatever comes out of ESSIM.

Table L

The group felt that the objectives need to be linked with some context. The objectives also need some weight associated with them and there should be more balance among them. Ecosystem objectives seemed to carry the most weight and that may be due to the fact that this originated from a DFO document. There is a need for clarity throughout the process and throughout the objectives. Timing and uncertainty within the process and the need for an open and fair process was mentioned several times. A key point is that everybody needs to know the ground-rules for all the different sectors. The objectives are broad in scope depending on the management area. For example, these objectives are set for LOMAs as opposed to the CMAs or OMAs, and that is key to understanding what they are trying to encompass.

Table M

The table did not have problems with the broad objectives, but it decided to focus on the institutional objectives primarily. The group also discussed the rationale and raison d'être for the ESSIM Forum, but chose not to report on it because that was something that would be discussed later. Relating to the institutional objectives, the group prepared a diagram for this category. The ocean management plan is a

circle in the middle to represent decision-making, with numerous overarching jurisdictions and regulations. Different jurisdictions are basing their decisions on a lack of coordinated science. How much science is enough to base decisions? The institutional objectives have to be dealt with fairly quickly before we get to achieve the other objectives. In general, the group was unsure if the objectives were meant to be equal or unequal. Some objectives were contradictory and it would be useful to have links among the different objectives to see how they relate to each other and how to achieve them. It was suggested that realism should be separated from fantasy, as some of the objectives seem unrealistic while others might be more achievable.

Table N

In terms of the ecosystem objectives, how do you describe the ecosystem with a lack of data, e.g., in deep-sea areas? Access and linkages to information and data was raised as an issue. A lot of databases are inaccessible and there should probably be a central repository of data. The group thought that the social, economic, and cultural objectives should be combined. The table described the ecosystem objectives as a foundation for a house, the social, economic and cultural objectives as the house itself, and institutional objectives as the blueprint during construction and the process to run the house after it is built. The group thought that ESSIM should maintain an advisory role given the regulatory complexity and laws that are in place, so as not to interfere with those for the time being.

Table O

On a broad scale, the objectives are comprehensive. The environmental, cultural, social, and economic objectives were seen by the table as essential components and achieving them is interdependent. The institutional objective category was viewed as a means of achieving the other three objectives rather than being an objective on its own. There was discussion on whether the institutional category should in fact be an objective. The group noted that there is no means to determine if in fact the objectives are sufficient. Discussion is needed on how we go about achieving the objectives and to see if they are achievable.

Table P

The concern was expressed that conflict resolution was not addressed in the objectives. A stronger objective related to the timeliness and clarity of decision-making is needed. There is an objective that discusses the pace of development, but does not directly address the pace of decision-making in the process. The ecosystem objectives are broad enough, but there is concern about how they will be operationalized. This concern was also expressed for social and cultural objectives. Science is implied in many objectives, but it would be nice to see clearly that science, as well as learning and research, are the bases of many of these objectives. There is a feeling that ESSIM is a good forum to discuss social and cultural issues and objectives, but the group is concerned as to whether there is enough representation from communities to do this adequately, and whether there is the capacity to address some of these complicated issues. It would be a good endeavour to have face-to-face discussions around communities and sustaining communities that are failing. This would be a good forum to discuss those things further.

Summary

Bob Rutherford: There were a lot of questions raised and DFO has opinions and positions as to why things were written the way they were, and who is suggesting that we write them that way. In the upcoming discussions on implementation and collaborative approach, think about how we can start addressing these questions and how we can come to work together to find answers. The ESSIM Forum Secretariat in DFO is not going to make these answers available unilaterally. We need some mechanism

for discussion and some mechanism for decision making. We are keen to gather that together and write it down and bring you together in a group to talk about it, but we need a mechanism to work through this in implementation.

Bruce Smith: There is a general sense that the ESSIM Forum is building from the large to the small. In this case and in the previous year, we have been building from vision and broad goals, objectives and outcomes, with a desire to see more specifics. That is clearly where you are headed. There is a general sense that the objectives are OK as is, with suggestions about wordsmithing that need to be looked at. There are some questions around who is going to do the balancing, how priorities are going to be set, and about non-renewable resources. In your second small-group discussion, you can frame your discussions not around the questions you would ask, but rather on suggestions as to how you would like to see things done. We can think about what we don't want, what didn't work yesterday, or we can think about what we are going to have to do to make things work a different way tomorrow. Part of the challenge in this kind of a process is that there is a negotiating process underway to decide where you want to go. The questions are good, but if we get two days of questions, what we will come back with next year is the best guess that DFO can give you about where this may be. Let's start focussing on what would you do about some of these things and what you want to see. The objectives were the easy topic, but now they get more difficult conceptually.

Facilitator's Summary of Small Group Discussion #1

- Objectives are generally OK
  - comprehensive
  - hierarchical
  - linked
  - must be realistic
- Non-renewable resources should be included; also consider:
  - national defense
  - heritage
  - health and safety
- Some definitions should be considered/reconsidered
  - e.g., sustainable, conserve, preserve, traditional use
- More research and science are needed
  - including social science and economics
  - data, information, baseline
- Who will decide?
  - how will objectives be balanced?
  - process to achieve consensus and establish priorities will be essential
  - is there a hierarchy?
    - are they linked?
    - is ecological higher?
- Institutional category:
  - is it equal to others, or a tool or means?
  - is governance a better term?
- Need short, medium and long time frames
- Community sustainability is an important objective
- Establish values: collaboration, openness, trust, accountability, inclusion/diversity, fairness and equity
- Objectives must be tested for inshore application
- Evolving scene - change, transition, growth
- Conflict resolution must be addressed
- Use clear language in all ESSIM documents

Small Group Discussion #2: Ecosystem-based Management Area Framework

This discussion focused on the concepts of LOMAs, OMAs, and CMAs as part of an ecosystem-based management framework.

- *Is the framework comprehensive enough to support ecosystem-based integrated ocean management? If not, what can/should be done to improve on it?*
- *How could various existing management and planning approaches (e.g., spatial and temporal zoning) be integrated into the proposed management framework?*

Table A

The group discussed the ecosystem-based management framework as a good way to define the issues and addressed it in terms of the physical environment. The table agreed that it is a useful management tool. It is a good way to get more information and to determine what kind of information ESSIM needs for the sectors to use the areas. The ecosystem-based model encompasses more than sectoral planning and individual species planning. The group was uncomfortable with using the word "zone," which could be subject to different interpretations. The table talked about the OMA lines and some people felt that straight lines were better than curved lines, i.e., for ease of use by projects. It was understood why lines are being used, but the group was concerned about making something simple out of something that is complex. The group questioned the effects of a project in an OMA and what would happen if activities overlap with the next OMA. What is the rationale for the OMA lines? Are they for a specific purpose?

Table B

The word that troubled the group the most was "comprehensive." Yes, this will work in that it provides a mechanism by which a variety of specific concerns can be addressed. It provides a mechanism that allows you to get as specific as you need to. There were a few things that troubled the group, e.g., the coastal management area. How would land-based activities and atmospheric concerns be treated? This then lead to a discussion of governance and mandate. We understand that this is a DFO-led initiative, but other ministries need to be at the table, particularly for land-based activities. Since the mandate of ESSIM ends at the estuary, this is a point of concern. For the group, the question was not how to integrate these approaches, but rather to what extent parties are willing to look beyond their own interests and accept a negotiated solution. This led to the term "compromise" – something that is difficult for a corporate entity with shareholders to answer to.

Table C

The table had some difficulty with the delineation of the ecozones as presented and suggested that there should be coordination of these zones or lines with all users and pertinent departments. One way of achieving that is a working group representing the various sectors to develop a "straw dog" to review, develop, or refine the parameters used for drawing those lines. The group felt that the concept of sub-units presented in the *Strategic Planning Framework* was a really good one. It made management a lot easier, but there was room for tweaking of those sub-units. The table felt that there was a need to increase the focus on the impacts of the coastal activity to balance the ocean management effort. The group unanimously agreed on the need for holistic science to contribute to the delineation of areas, i.e., species-to-species and species-to-habitat approaches, rather than single species or the reductionist approach to science. One suggestion was to set priorities for multispecies research activities. The lines needed to be dynamic to respond to issues such as climate change or new emerging activities, e.g., new fisheries or a new activity in the area. Codes of practice should be utilized as tools and we should not reinvent the wheel. Codes should reflect the new holistic science. Conflict resolution is really important and existing

industry-to-industry mechanisms should be used where possible, e.g., the Petroleum Fisheries Liaison Group and the Fisheries and Environment Advisory Committee to the CNSOPB.

Table D

The group felt that the nested approach was appropriate with respect to LOMAs, OMAs and CMAs. However, there was a question as to what was a reasonable scale to manage. The use of LOMAs *vs.* Large Marine Ecosystems (LMEs) was questioned. How are the LOMA and OMAs actually defined? Is the Eastern Scotian Shelf really the NAFO fishing area 4VW? It would be important to incorporate existing structures, e.g., strategic environmental assessment could be based on the OMA definition for clarity. How would horizontal integration work with respect to ocean zoning?

Table E

It occurred to the group that with respect to ocean zoning, what we are trying to do is design a process for managing change. Zoning is about how you determine what activities will happen, and it is implicitly understood that over time different things will happen in the general zone and we have to manage this change. There is an opportunity in the next few years as the licenses come back (i.e., lapse) in the oil and gas sector to put new processes in place. So we have a window of opportunity over the next few years where there will be a lot of change happening. A working group should be struck to deal with oil and gas issues, but it should be integrated within the other processes. The OMAs should be tweaked, as they are partially political as well as ecological. There is an opportunity to align them with geological issues as well. A little tweaking might help us to integrate all the processes if we were dealing with similar kinds of areas. Departments involved in land-based activities need to be involved sooner rather than later. The Australian model provided some opportunities for us, but it is really important in the streamlining that we integrate as many processes as are out there now within this ESSIM group. It should be recognized that there are a lot of groups working at these issues as well.

Table F

Overall, there was agreement to manage on an ecosystem basis. An interesting point was made that having ecosystem-based areas that do not align with existing management processes is in fact a strength, as it brings agencies out of their normal way of operating. There was some discussion on how the areas are defined. Do we understand the effects of industry on the ecosystem before we understand the ecosystem itself? The group came to an agreement to focus on areas that are practical in terms of further refining these areas, and that might be where industry is already present. We might be able to capitalize on the knowledge gained through the environmental assessment process in these areas to help better define them. The ecosystem delineation and the environmental assessment processes can and probably should be tied together. There was some concern that the economic factors were too dominant over the social and cultural factors in this section. There was a recognition that there would be a lot of science required – will this all be pursued by DFO or will the required science be done in a collaborative fashion with other agencies and groups? The document should be more explicit that science be pursued in a collaborative fashion, with support provided for other agencies to help provide science. This also applied to social science, which should be done in a collaborative manner.

Table G

Without a comprehensive spatial plan that coordinates all activities and sectors, an ecosystem approach to planning is unlikely to work. However, the ecosystem framework conflicts with existing management plans and some existing management regimes are not flexible enough to fit into the ecosystem-based framework. The pace of development under oil and gas licensing does not work in an ecosystem

framework as it currently stands. Benefits to stakeholders have to be better articulated within the framework and we need more input from stakeholders on what they know about the ecosystem. This will make for a more inclusive process. There was some concern expressed about the lack of consensus within sectors. If individual sectors cannot come to a consensus, how can a greater consensus be achieved through the ESSIM framework?

Table H

The groups asked if subdivisions were needed and decided it was too big an area to manage on its own. So the group decided that smaller subdivisions were in fact needed, but did not necessarily accept the subdivisions that were provided in the map in the brochure. The group looked at existing subdivisions, e.g., NAFO units and physical boundaries based on ocean bottom type. The group prefers to stay with something that was well recognized and based on stable ocean characteristics and features of the ocean, e.g., the fishing banks. Stay with the traditional well recognized names, Sable Bank, Misaine, Banquereau, because they are mapped. There are enough numbers and various names for these different areas, so we do not want another set. The group looked at different ways of dividing the zones, i.e., human activity or ecosystem impacts, and thought it should be on an ecosystem basis. The zones must effectively provide tools to manage human activities. The name proposed by the group for the zones is "ecosystem objective-based zones or subdivisions." A good knowledge base is needed upon which to develop these zones.

Table I

The group discussion focused on the fact that this is a major and complex section of the plan. There are two separate frameworks – the OMAs have a distinct purpose and are more linked to the MEQ concept, whereas the zoning elements of the plan are used for broader purposes, such as conservation and use conflicts. So there are two frameworks. Concerning the OMAs, there is a mix of ecosystem and institutional boundaries and that should be recognized as such. The group generally agreed with the concept of dividing the shelf, however, there are specific questions around the lines that are drawn. In particular, if these lines are important and influence management decisions on either side of the line, then the methodologies to divide the shelf should be sound and will need a lot more review, particularly as it was noted that there are other ways to divide the shelf. There needs to be more discussion on the OMA divisions. Regarding the use of the framework, a major benefit of the framework discussed in detail was its use for environmental assessment processes, strategic environmental assessments, and cumulative environmental assessments. This can bring an ecosystem framework to those concepts. The question of how DFO uses the framework for fisheries management was seen as an important priority. Regarding the zoning elements of the plan, what is discussed in the document is classified more as an inventory of the various zones, but it is unclear if this is intended to be more of a prescriptive approach, i.e., a new zoning scheme. If a new scheme is being proposed, then decision-making processes for that scheme are very important.

Table J

The table started with some questions as to why basins were not separated from the banks and identified the need for a better working definition and simpler explanation as to how these areas were created. There was a discussion about seabed geology and traditional reliance on depth and benthic habitat and where these fit in. They are more important for planning in some sectors than others, in particular engineering studies related to seabed infrastructure etc. Questions were raised about moving inshore and whether or not the ecosystem and environmental concerns would be as important in some cases as the social and cultural definitions, because a lot of communities define themselves spatially, e.g., where they live, work and fish. How will fish migrations be incorporated? Will the framework allow for new

scientific data? There was general agreement of the need for this type of planning due to the explosion of activity. We do this on land in cities, so why don't or haven't we at sea? It is a massive coordination effort to bring together all of the various planning authorities, as each sector manager currently draws their own lines. The need for more science was noted for area definition and setting thresholds for human activities. But we still need to make decisions without science. Who would do all this and will it have any big change in the way things are done? Optimistically, the current lines are a very good place to start and if we work through a plan example to (a) see how LOMAs will work in practice and (b) to determine if water bodies are the best way to delineate OMAs, we would be a little bit further ahead.

Table K

The table generally supported the concept of the ecosystem approach and LOMAs, OMAs and CMAs. The table felt that the proposed OMAs are a good starting point. What about other relevant information, models or approaches that may be held by other agencies, e.g., Parks Canada, Natural Resources Canada, or the private sector? The table focused on the need to gather and share information. More baseline information is needed to fully define the areas and the lines need to ultimately reflect ecosystems. Information exchange among science researchers and resource users is critical. The group did not have an answer to the question about how to integrate existing management regimes into these new management areas. It might be possible to manage different kinds of activities at different scales based on appropriate kinds of information. This can be done if we access and utilize all existing data that might be held now and continue to update those data and build strategic monitoring programmes that are going to feed back into the management process.

Table L

The group agreed that these are tough questions and agreed with the framework for the most part, except for the exclusion of CMAs. There is a need to improve upon the CMAs and one way to do that is to partner with land-use in the watershed. That may be a way of linking land-use into the framework, which seems to be an afterthought. Adding zones seems to work, but adding performance standards within each zone would be useful to set rules and guidelines for individual areas. Within the OMAs, how will the grey areas be defined in the different zones identified? The zones are based on ecosystems, so what happens as the knowledge of that ecosystem grows? Where is the flexibility in the model for that knowledge base to change? There needs to be flexibility for change in the ecosystem and for activities that exist now or will not exist in the future, and new activities that will arise. There is a need to address what will happen for a pipeline crossing multiple management areas from an OMA into a CMA, and how the rules are going to be defined for each of those management areas. Also, we need to look at cumulative effects and how they will interrelate and be recorded.

Table M

In response to the question, "Is the framework comprehensive enough to support ecosystem-based management?", the group answered a resounding no. It could not be improved and should be thrown out. The basic notion that you have different management areas presupposes that these areas are going to be managed differently, and the group wondered what the agenda was and how they were going to be managed differently. The group had no idea why these boundaries were chosen as they were. This was not a question of refinement as suggested by others. These boundaries are obviously a compromise between ecosystem-based characteristics and management characteristics, but it is not evident what the boundaries are about. This notion of LOMAs, OMAs and CMAs is fine, as we need some type of hierarchical scheme. The group did not understand how these boundaries were drawn, what management principles would apply, or how they would be applied differently in these different regions. The table thought it was necessary to go back to the drawing board and identify natural regions based on

ecosystem-based characteristics. If you are going to manage this area for whatever purposes, you need to go back to ecosystem-based characteristics and try to define natural regions or natural boundaries. If your natural boundaries have a framework for making decisions, you can defend those decisions to the public or any interest group. There is a need for a systematic and ecosystem-based approach and the objective is to define these natural regions before doing anything else. The table did not think that the existing management and planning approaches could be integrated into the proposed framework. It was suggested to abandon this and start with the natural regions because we need to recognize how jurisdictional lines correspond with natural lines. How can you make management decisions based on separate jurisdictional lines unless you know the characteristics of the natural regions that you are managing?

Table N

The group believed that the LOMA should be the entire Scotian Shelf. It agreed that the OMAs and sub-OMAs need simple navigation-based coordinates, similar to the latest Gully MPA lines. You should manage at different scales, one from the LOMA and the other from the sub-OMA level – the sub-OMAs being the no-take, no-go or priority use areas. The group did not think that much emphasis should be put on the OMA level at this point because of the difficulty in identifying the OMAs. If one wanted OMAs in the system, there should be a maximum of three OMAs, i.e., for the nearshore, the shelf, and the deep water.

Table O

The concept of the framework can work depending upon the establishment of appropriate management lines. The current management area lines seem to be somewhat arbitrary and the group was not convinced. The group was told that they were based on pelagic ecosystem components, but not the entire ecosystem realm. The group discussed the point that the definition of management areas should get back to the broader objectives and some scale. Maybe it was too hasty to draw the OMA lines, but not the LOMA. In order to make the management areas useful, the group felt that targets will need to be developed for each objective, and that they should be ecosystem-based on both temporal and spatial scales for each scale of management. The group felt that there is a need to overlay the current user group lines over the proposed and adjusted OMA lines to consider current uses, as a place to start ecosystem-based management, e.g., a GIS exercise. There is a need for a good understanding of sector effects on ecosystems and the resilience and carrying capacity of the ecosystems. Cumulative effects assessments and environmental assessments could be used to get an understanding before we start including or excluding certain sectors from areas, i.e., what is their full impact on the ecosystem? A case study might be in order instead of taking the whole Scotian Shelf. Look at one area that is pretty busy, with three or four different sectors and focus in on that to get an understanding of the ecosystem and how the sectors impact on the ecosystem.

Table P

The group did not talk too much about the boundaries of the OMAs or LOMA. It felt that the important thing was to look at the criteria and the objectives, and how to apply the objectives within the OMAs, whatever their boundaries were. The group may have been getting more into the implementation side. The group talked about setting criteria within the OMAs. We may have a good understanding of the environment now, but need to do a risk or environmental assessment to see what criteria might be used to set indicators within OMAs. In addition to the ecological parameters, we need to consider technological limitations when setting the criteria. There may be limitations on what is realistic or achievable and those should be considered. Also recognize unknowns when setting criteria. The table was adamant that criteria should not become additional levels of bureaucracy, especially when going from one OMA to the next. Bureaucracy and paperwork should be limited. Criteria should be flexible and able to respond to

changing environments. The group talked about zoning and recognized that zoning was useful and needed. It discussed new zoning around munitions dumps, and utility corridors as new special management areas. The table also cautioned that special management areas should not become catch-all areas so that every time something does not fit in the framework, it is given special management status. More definition is needed for the special management area category. Rules and regulations are sometimes needed but we should also encourage innovation and not underestimate people's desire to do better than limited criteria. It was suggested that we need to exercise caution and maintain minimum standards. We should also allow opportunity to think outside the box and these zones, and encourage people to do more than the minimum.

Summary

Bruce Smith: There seems to be reasonable comfort with nesting zones, but a need to communicate ecological boundaries. Management areas should be based on ecological features that do not move around. Because we have moved inshore, there is a need to consider land-based impacts and uses, and also merge the planning process with land-based processes and with the departments and agencies that have those mandates.

Facilitator's Summary of Small Group Discussion #2

- Ecosystem-based area management is the right way to go
  - different spatial scales for different uses
- There were many views on lines as shown
  - need "tweaking"
  - what criteria should be used? natural boundaries?
  - term "zoning" was generally OK; however, some did not like zoning
  - need to coordinate boundaries across departments
  - lines may need to be dynamic
  - lines could also based on stable characteristics
  - check Parks Canada and NRCan for approaches to zoning / ecosystem boundary-making
  - keep it as simple as possible
- Nesting approach is good
  - framework must be comprehensive
- Include land-based activities for CMAs
  - need to include/partner with land-based stakeholders
- Science is important - lots needed
  - how will atmospherics be factored in?
- Link OMAs to EAs and strategic EAs
  - what about cumulative impacts?
- Fold existing processes and build on what is working
  - don't duplicate
  - don't create new heavy bureaucracy
- Increase stakeholder input to gather knowledge
- Getting consensus/agreement will be challenging
- Flexibility will be important
- Innovation and thinking outside of the box

Questions

Larry Hildebrand: Just an observation on the approach of ESSIM – more often than not we are taking a negative tone. For example, with the existing management regime and all of its different approaches and decision-makers, there seems to be an underlying assumption that it does not work. Surely there must be something that works and there are good things to build on. Similarly, with this exercise you put out draft

documents, which I really appreciate, but more often than not we are picking it apart. I am sure that there are good things that should be highlighted, and pick it apart as well, but there is a lot of good stuff here, both in the existing management regime and what DFO produces. So a little bit of a positive look would help rather than tearing it down.

Bob Rutherford: These are discussion papers that are intended to stimulate discussion. They do not give a lot of alternatives and different ways of doing things, as that kind of paper is difficult to write. We have listened to a lot of people that are interested in ESSIM and we took their ideas and pieced them together in an overall framework that worked, but it is very much a discussion paper. We welcome this kind of discussion and input. We have to figure out how to get this input a little faster so that we can come to some conclusion to move this forward, otherwise it will take forever.

Mark Butler: Let's get back to the criticism now. We are interested in this process and if in five years we don't see any results on the water or changes, then we will be less interested and that will be reflected in many people's approach. We are interested in the idea of zoning and we don't necessarily know if it is a good thing. The Ecology Action Centre has been doing research on zoning. You have a level of protection that might come with a marine protected area and then you have general use all around it. We are interested in this intermediate level of protection. How do you protect certain features based on ecosystem objectives without making it into a marine protected area? You don't. That's what we are pursuing and we have lots of questions. Drawing more lines on a map creates real issues in terms of enforcement and complexity. We produced a little paper on zoning. We have lots of questions at this point as we are investigating the concept. If you are interested in zoning, please talk to Penny Doherty or myself.

Bob Rutherford: If you are interested in zoning, there is a binder of overheads, with about 25 different zones or lines that affect the outer OMAs, with different jurisdictions and different managers.

DAY 2

Facilitator's Summary of Small-Group Discussions from Day 1

Session #1

Bruce Smith: Here is a quick summary of what we discussed during the first session yesterday. The objectives are generally okay and comprehensive enough. Questions were raised about whether there was a hierarchy in the general management objectives, e.g., are ecological objectives higher order objectives? Suggestions were made that the objectives be linked to tie them all together. Themes identified included the need to address non-renewable resources within OMAs and the LOMA. Clarification of definitions for sustainability, conservation and preservation was mentioned. Need for more science and more research, including in the area of social science and economics. Comments were made about the need for baseline data, the need for data in general and a repository. Common questions about who is going to make decisions. It is nice to have objectives and if some are compatible that's fine, but if they are not and there is a need for trade-offs and balance, how will that be struck? Who will make those decisions? The importance of having a mechanism, whether it is collaboration/consensus building, for conflict resolution to work through was noted. Several groups asked if the institutional objective was an objective or a tool to achieve the other three. It was suggested that "governance" was a substitute term for "institutional." Several groups stressed the need for long-term priorities and outcomes, but also clear short- and medium-term priorities and outcomes. Community sustainability and how that would fit into the social and economic objectives was raised. Values were highlighted including collaboration, openness, trust, accountability, full inclusion, and the full range of diversity to get the knowledge from stakeholders that will be needed to do this complex work. The addition of the inshore added another level of complexity.

Have we tested these objectives with coastal zone management needs in the inshore? There is a need to make sure that the objectives fit with large offshore ocean areas. All of this is evolving and changing, and change and transition require adaptation and ultimately growth and learning. These objectives are good with some of the caveats that are put on them, but we need to keep them flexible and recognize that change may require us to retune the objectives.

Bob Rutherford: We have a lot questions and many things are undecided. Keep that in mind as you talk about implementation and collaborative approach and how we can move this forward a little better this year than we did last year. Try to come to answers and consensus on those questions and decisions so that planning can move forward.

Session #2

Bruce Smith: Here are some key themes from our discussions during the second session yesterday. The ecosystem approach is the right approach. Many different comments were made on how lines have been drawn or should be drawn and what criteria might be used or have been used to delineate the ecological lines. Can we even have lines given the shifting characteristics, e.g., physical properties, current, temperature regimes? The idea of delineating ecosystems was not a problem for people. The term "zoning" was okay, but perhaps there is a need for a different term. We need to coordinate boundaries for any new zoning across departments. We have too many boundaries for the existing uses and if we use an ecological approach it would be good to get everyone on side at the outset, working from the same data set. The lines may need to be dynamic because of shifting characteristics. Use the key physical features such as banks and don't worry so much about the shifting characteristics. Work needs to be done on this. It was suggested that Parks Canada and Natural Resources Canada had some things going on that DFO or ESSIM may want to take a look at. The nesting of LOMAs, OMAs, CMAs was considered a good approach in terms of coming down in scale. There were a lot of questions about how the scale would be used. We have to be sure that land-based activities are included as stakeholders in ESSIM, and the ESSIM process has to include and partner with planning processes that may be going on in the coastal zone or onshore. Science and research was stressed – a lot is needed and it has to be a joint effort. Several tables linked OMAs with environmental assessments, including Strategic Environmental Assessments, cumulative impacts and the link with ecological units. This could be a great improvement and provide a foundation for good quality environmental assessment work. Do not create something onerous and unnecessary, do not duplicate, make use of existing processes that work, and build on our strengths. There is a lot of good stuff going on and use that as a foundation. Getting consensus is not going to be easy, especially the more specific we get. It is easier to talk about broad things than it is to talk about specifics. In a sense, we are getting to know each other by talking about the broader things, but when time comes to get specific and get consensus it will be a challenge. There is need to be flexible to respond to change, and a need for innovation and creativity. Thinking outside the box means there may be new ways of doing things together.

Presentation on "Coastal Management Initiatives in the Eastern Scotian Shelf LOMA"

Dave Duggan: Our group, the Coastal Management Section, is responsible for developing coastal management plans, as we are supposed to be leading and facilitating the development and implementation of integrated management plans. The ESSIM *Strategic Planning Framework* talks about coastal management areas and the links between the adjacent landmass and LOMAs. Communities will be playing a stronger role in the development of these coastal plans. The ecosystem objectives for the LOMA will need to be reflected in the Coastal Management Area, with respect to marine environmental quality (MEQ) etc. A major concern is the impact of land-based activities and this interface is really important. We have linkages in this area to the National Programme of Action and one priority is sewage,

which impacts many of the coastlines e.g., shellfish closures. Many management issues fall under other jurisdictions, so in some cases DFO may not be the lead but the facilitator. DFO may provide technical and scientific information to support community-based initiatives and ensure that the planning takes place for DFO within the context of *Canada's Oceans Strategy*. DFO's role is less clear in coastal areas. DFO can provide guidance on the principles of the *Oceans Act* and provide advice and support for local capacity building.

It is important to stress that the role of the community groups and NGOs is important. The role of DFO will vary and how coastal management plans develop will also vary by area.

How is DFO going to "lead and facilitate"? Where is the best chance to do this? The Bras d'Or Lakes has a long history of communities discussing a management structure. Culturally, First Nations communities are about a third of the population and growing, and want to be involved in the decision-making process. A number of groups were working there but the community groups and First Nations were separated in terms of their policies and programs. First Nations were tired of tokenism and wanted greater recognition and active participation in the process. These groups were facilitated to clarify each other's goals and initiatives and to bring them together to work towards a common vision for the Lakes. A lot of things were already going on – DFO Science Branch was actively involved with First Nations, as was Environment Canada and others. We looked at a pilot in the Bras d'Or. Water quality was a big issue in the lakes, but Environment Canada was the lead. Shellfish closures were another issue under the Sanitary Shellfish Program involving Environment Canada, Canadian Food Inspection Agency, the Province of Nova Scotia, and DFO. Sewage is a big concern with the Province and Environment Canada discussing how to deal with this issue. The Sustainable Communities Initiative (SCI) process was in place to address some of the issues regarding sustainable communities and the Pitupaq Project (five First Nation Chiefs and the municipal Mayors/Wardens) is also addressing sewage. Recreation is a big issue. Restoration of shellfish growing areas would solve many problems. But with so many involved, the ability for DFO to lead and facilitate becomes less clear all the time.

In 1999, there was a community-based ecosystem workshop at which issues and concerns were raised. Recommendations were mostly science related. DFO Science came forward to develop the SIMBOL (Science for the Integrated Management of the Bras d'Or Lakes) Project to address these issues. The SIMBOL Project has led to a Nova Scotia Institute of Science document detailing information regarding the Lakes' ecosystem. It is not clear how this process will proceed but there will be many partners. First Nations have a big role with respect to addressing land-based issues, dealing with the Province and coastal communities.

In the development of the Coastal Management Areas, the issues and players will have to be identified early in the process. This involves communities and federal and provincial government agencies. We have a few structures in place to address this and many initiatives are underway to address the concerns by collaborating and partnering.

How do we bring all of these activities together under one coordinated effort so that we have a healthy ecosystem? Do all of these activities relate to the DFO planning structure? Some may, some may not. The community needs include ecosystem overviews and identifying and engaging the stakeholders. We are already doing this as a test pilot in the Bras d'Or. We are still unclear about the DFO role in leading and facilitating this process. Many of the pieces are starting to fall together now. The next step is to develop a management plan. Who do the players have to be and how can we incorporate existing structures? That is a challenge.

DFO will have to facilitate capacity building and partnering, and may not be the lead in all cases. Partnering will be important. Links to ESSIM? ESSIM may be the overall guide for ecosystem

objectives, but at the coast, input from the people who are involved is needed. Experts may be brought in as needed for water quality and land-based planning. Those with the mandate may have to take the lead.

DFO will be partners in these initiatives and are working actively in the Bras d'Or, Halifax Regional Municipality, and in Minas Basin through a network of partners.

SHACI (Significant Habitats: Atlantic Coast Initiative) will help pull together known information about the coastal areas. What are the significant areas and what are the impacts on these areas?

We are an active partner in the Guysborough County Aquaculture Siting Project and bring DFO programs to help that initiative towards the eventual development of a coastal management plan. We are also working in Southwest New Brunswick to find a suitable area to work together in the coastal area.

In summary, the linkage between the LOMA and the coastal area depends on the location. Where opportunities exist, we will work through it together, and take the lead in some cases to get the community started. As DFO, we cannot do it all ourselves. The important point is, in the coastal areas, DFO may be more involved as a partner to help build local capacity as opposed to taking a lead role.

Questions

Ian Maclaren: I don't know how you possibly began all this without calling a big plenary session to tell you what to do.

Dave Duggan: I agree, that may be the next step.

Larry Hildebrand: Could you explain the process you are following or will be following with respect to drawing lines within the Coastal Management Area?

Dave Duggan: That was one of the reasons why we went to the Bras d'Or because we looked at some of the past work for a management plan, as they talked about how to draw lines. We started with the watershed, which is easy to draw. There are effects from outside the watershed, for example, the interaction between Sydney Bight and the Bras d'Or. There is a history of community groups talking about the watershed.

Kevin Squires: Our fishermen's group has had nothing to do with this. Whose responsibility is it to get involved? Is it your role to ensure fishermen's participation?

Dave Duggan: The fishing industry has to be involved in a Bras d'Or management plan. There has been some discussion with a sentinel survey that your group is involved in. It is DFO's role to ensure that the industry is involved in the planning process. We are at the initial stages of this now and a lot of the issues have been identified, but some haven't been.

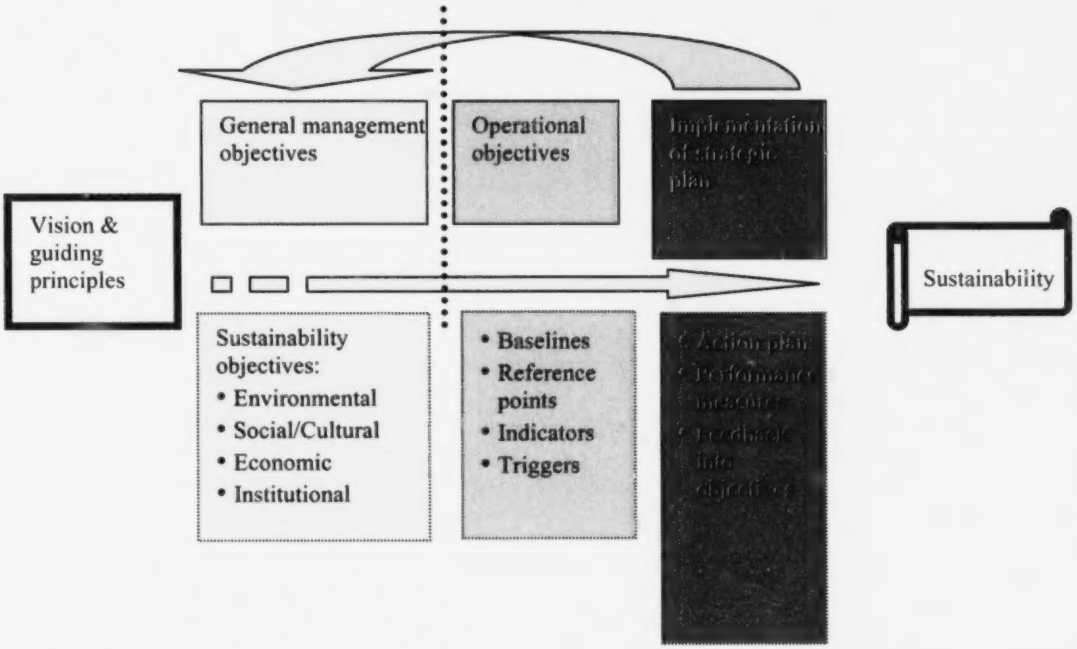
Presentation on an "OMA Case Study for the ESSIM Initiative"

Cathy Merriman: This presentation turned out not to be a case study given the short time available to prepare. But it is useful as a starting point to tackle issues and to put theory into practice. The group consisted of Andre d'Entremont (Kerr-McGee Offshore Canada Ltd.), Steve Kempton (DFO–Coast Guard), Eugene O'Leary (Guysborough County Inshore Fishermen's Association), and Marty King (WWF Canada). Our goal in making the presentation is to use concrete, familiar examples – some real and some hypothetical – to contribute to our understanding as to how the integrated management process

can work. We want to further discussion and facilitate the functioning of ESSIM. This is a very preliminary exploration as to how the ESSIM objectives might work in real life. We have more questions than answers and constructive suggestions to help develop the operational objectives. I will conclude by extending an invitation to get more people to participate to broaden the depth of expertise to prepare the case study.

How will ESSIM affect your life / activities?

ESSIM Strategic Planning Framework



Examples

General Objectives – Section 2.6 of Draft Strategic Plan	Potential real-life questions or issues	How should / could ESSIM influence what happens next? (Action plans, performance)
Context relative to proposed objectives	Timely, urgent, universal examples…	??

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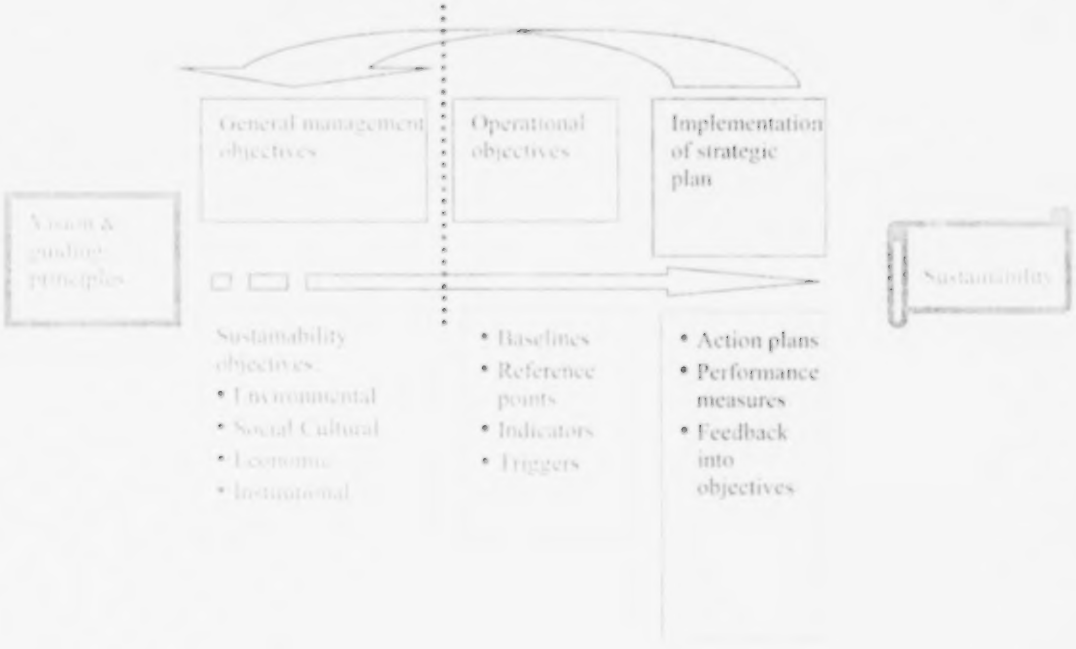

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Resource Use Conflict & Community Sustainability

General Objectives – Section 2.6 of Draft Strategic Plan	Potential real-life questions or issues	How should / could ESSIM influence what happens next? (Action plans, performance)
Ensure that all communities of interest have access to ocean areas in order to maintain desired traditional, community and personal connections, relationships and ways of life in the marine environment. *p. 22, Social &cultural Objectives*	Industrial activity eliminates lobster / crab fishery area(s), leading to small license holders selling to larger operator. Social / cultural objectives need to reflect way of life of communities beyond 'jobs'.	• ESSIM needs to function beyond conflict resolution. • How will measurable values be developed for sustainability of communities? • How to ensure equal weight is given to all relevant communities?

Science Needs & Knowledge Gaps

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Conservation Tools

General Objectives – Section 2.6 of Draft Strategic Plan	Potential real-life questions or issues	How should / could ESSIM ensure these things happen now? (Action plans, performance)
Restore and maintain natural biodiversity, productivity, and ecosystem components, functions and properties. *p. 20, Ecosystem Objectives*	Draft management plan has been developed for the Gully MPA and is being presented to interested parties.	• How will / should ESSIM objectives be incorporated into Gully process? Is consultation process effective? • How to identify and implement conservation tools such as MPAs to maximize conservation value and minimize uncertainty for all resource users? • How to ensure compliance? Monitoring & enforcement need resources, commitment.

Economic & Environmental Sustainability

General Objectives – Section 2.6 of Draft Strategic Plan	Potential real-life questions or issues	How should / could ESSIM influence what happens now? (Action plans, performance)
Ensure that ocean use and development activities are consistent with agreed-upon management objectives, and incorporate strategies for best industry practices, responsible use, stewardship and compliance promotion. *p. 22 Economic Objectives* Maintain ecosystem components to ensure the natural resilience of the ecosystem. *p. 20 Ecosystem Objectives*	Offshore exploration, fishing, shipping near Haldimand and Shortland canyons.	• What if these areas become identified as critical habitat for endangered marine mammal? • How will that affect industrial activity already proposed? vs. new developments? • How will MEQ values be developed? How quickly?

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An invitation was extended to form a working group to advance the development of the case study and to contribute to the development of operational objectives. The area(s) and scale of the case study were to be determined after subsequent discussions with OCMD and interested individuals.

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Presentation on "ESSIM Online Forum"

Bruce Smith: OCMD has been working with the various sectors bilaterally, but the sectors do not have a mechanism to discuss ESSIM and integrated management among themselves on an ongoing basis. This proposal is an alternative to bringing people together in meetings when people are busy. Several people have been interested in the idea of a communications working committee.

The proposal for online communications is intended to address the challenges of busy people spread out over large areas who have important knowledge and experiential components to help make something integrated. The ESSIM Forum Workshop is a face-to-face mechanism for interaction and dialogue but there are other non-intrusive ways of participation and engagement.

The ESSIM process has been a network with high centrality with the ESSIM Forum Secretariat talking to industry associations and non-governmental organizations individually. The Secretariat has been a hub and will remain a hub to facilitate the planning process. We are hoping to encourage the connections among and between nodes or members of the ESSIM network. The proposal is to use an online discussion forum. A registration form was included for participants to register to join the ESSIM Online Forum at www.thinkwell.ca. The ESSIM Online Forum is guided by a multi-sector steering committee. The purpose of the group is to guide the overall direction of the Online Forum, as well as plan for future discussions, develop questions, and ensure basic documents and resources are available. BLSmith Consulting will provide coordination and limited moderation of the discussions.

Small Group Discussion #3: Plan Implementation Framework

This discussion addressed issues of implementation, including monitoring and plan approval.

- *Review the implementation requirements and tasks (page 36). What do you think of these as presented? Are there steps/activities that are missing?*
- *Which of these do you feel need attention right now (over the next year)?*
- *Please discuss your top priority activity(ies) and provide additional details that can help guide implementation and next steps. How shall we proceed with this? What factors should be considered in implementation?*

Table 1

The group discussed the fact that coastal management areas are not adequately addressed. In terms of the questions that were asked, the group felt that an active engagement strategy is required for stakeholders, direct interest groups, and interested groups. There is a need for a jurisdiction matrix and a conflict use matrix for gap analysis and identifying priorities for better understanding of issues by all parties. There is a need for a communication and dialogue strategy, with emphasis on two-way dialogue. A possible deliverable is a library of knowledge – a physical and electronic library including science, social science, economic knowledge, regulations, legislation, use inventory, and codes of practice. The library would feed back to the matrices and to the active engagement strategy. The users need to take into account the ecosystem and ecosystem objectives in their codes of practice. The grouped stressed that the annual review is absolutely necessary to review the plan and set priorities for the next year, and to recall the dynamic nature of the process.

Table 2

The group felt that bullet 6 in the implementation requirements and tasks on "identification of research strategies" should be modified to include the compilation of current research efforts and databases. There is a need to identify gaps and prioritize and align research strategies in order to avoid duplication of effort and reinventing the wheel. Bullet 2 on the identification of significant ecological areas and bullet 5 on the definition and delineation of OMAs and sub-OMAs should be combined. In terms of priorities that need attention now, bullets 1, 3, 6, and 7 should be addressed as soon as possible. The table expressed the hope that the planning framework could be completed/finalised within the next 6 months. In the interim, two working groups could be established to address the OMA and sub-OMA delineation issue and to compile information to complete the library/database of knowledge. Minor action plans and direction could be developed from those two working groups.

Table 3

The group found it difficult to discuss plan implementation without knowing who is doing what, who has authority, etc. This affected what priorities might be realistically set. The group wanted to get into process first, however, the group made some presumptions. One presumption was about general objectives being set, the second was that the ESSIM Forum can indeed act to implement the ESSIM plan, and that we have the identified management areas to develop the plan for. Given that, the group identified two priorities for plan implementation: (1) the need to set environmental objectives for the area first because it is important to identify the management options that can be determined for the area; and (2) the need to identify the social values that are prevailing among stakeholders in the area, as buy-in is needed to achieve those environmental objectives. It is critical to have that feedback loop. The group suggested the following considerations before doing an action plan: (1) it is important that the knowledge needed to set management options is available; (2) that the mechanisms for decision making are clarified, otherwise it is just brainstorming; and, (3) that general objectives be unpacked into operational objectives, so as to address management issues and priorities. In terms of an immediate priority, the group suggested a focus on the long-term and by doing that decide on and get agreement on the process to implement ESSIM and bring it back next year; otherwise do not have a workshop next year.

Table 4

The table felt that the tasks as presented are not in the proper order. The group reordered the priority of bullets on page 36 of the Strategic Planning Framework to 7 (development of an ocean planning framework), 3 (identification of operational objectives and indicators), and, 1 (identification and definition of management issues, priorities). These priorities would include an inventory of stakeholders and related activities and priority areas from this exercise, identify management activities and authorities, identify conflicts and gaps, and coordination of decision-making authorities is needed via a steering/coordinating committee. The group felt that a structure was needed around the framework. A case study is the best way to go forward with this. Stakeholder consultations should continue, be expanded, and be done before the case study exercise. The overall work plan for the next year comprises the priorities above, but who does what and milestones are needed to track progress.

Table 5

The group talked about research and mapping initiatives. There is a need to focus mapping on deeper water areas given the increasing activities in those areas and the lack of existing data. It is important to link the ESSIM mapping work with other initiatives and the mapping of ecologically significant areas could help drive a more proactive agenda rather than reacting to different management or different threats in the area. There should be more sharing of research information and data through a research node. It

was suggested that gathering baseline information is necessary to help develop targets and to monitor progress towards those targets. Social scientists and economists should be more engaged in the research process. One of the things not discussed much was politics involved in ESSIM and its implementation, and the group thought that there was a need to educate decision-makers about ESSIM and to work at shifting some incentives for action and support. This is a potentially cost-effective and important measure. The group would also like to see ESSIM get more into the planning cycle of other organizations and management groups, and for continuation of the development of horizontal linkages between groups with interests in ESSIM, more so than is currently the case. Tasks for next year – pick a smaller area and let's do some integrated management. Let's take a close look at these objectives and start doing some unpacking exercises in all of the general objective areas. Work on co-ordination and integration with existing frameworks and indicators, in particular between the work on objectives-based fisheries management and ESSIM to get some coordination happening.

Table 6

The group started by reacting to a comment made during the presentation where it was stated that many of the management issues are already known. The point is that we need to clarify and confirm all of the issues, activities and priorities as a first step before flushing out the objectives that are related to those activities. Now that the coastal area is included, this Strategic Planning Framework is not felt to be sufficient. We need to better define the process for the coastal management area and to identify and include the stakeholders for this area. DFO will need to be more integrated in its own science and management processes in order to engage in the overall planning process, but other departments and groups also need to organize themselves to be properly involved. There was some discussion on the plan elements as laid out in the action plan part of the document. It looked like a linear process but there should be acknowledgement of the inter-relatedness of these activities. In doing so, there may be a need to stop and test the assumptions within this process. In terms of conflict resolution, the table felt there was not enough discussion of this topic. To overcome that, it was suggested that there should be consideration of full cost accounting as a sort of cost-benefit analysis. This could help deal with some of the potential conflicting objectives that arise. There was an overall sense that more science will be needed to flesh out these objectives, and we need to better articulate the questions posed within science.

Table 7

The group felt that the first bullet on the "identification and definition of management issues, priorities and short and longer-term requirements for action" was already being addressed by ESSIM, so it was not a priority to deal with. As for the identification and delineation of OMAs, they should be based on activities as opposed to the current criteria. A big priority was the identification of a case study that works the process to a management plan and not a hypothetical case study. The case study should include an area inclusive across the sectors and stakeholders, not be pre-defined, and be one of high activity. The case study would help with the buy-in of the process across the different sectors. It is time for action to move forward with this process. Activities are occurring now and need to be seen as examples of a plan or process before the full ESSIM process is developed, i.e., action now! The case study should be achievable and geographic- or activity-driven. There have to be lessons learned that come out of the case study. In terms of research, ESSIM should communicate the overviews of existing jurisdictions, regulations, and activities that are currently known. The group agreed to continue with the development of a broad level discussion document for the Strategic Planning Framework, with revisions as per this session's comments and input. Continue implementation of this phase and review how the Gully MPA planning process fits with the ESSIM process, but not as a case study. Further develop the communications strategy in the online discussion forum and indicators should be developed to track communication between the stakeholders.

Table 8

The group reiterated the case study proposal, with an added dimension of a regional environmental assessment as an integral part of the case study. There were suggestions to start with Sable Island and its surrounding areas and Bras d'Or Lakes as areas of high potential for a starting point for this process. Within the context of the case study, it was suggested to identify sensitive issues and areas to get to "the what" of the process, i.e., what is the focus, what will be protected. Continue with identifying and engaging all the stakeholders, within the context of the case study to get the process rolling. All the areas of the ocean are under some sort of a management framework and in order to move this forward those management frameworks have to be understood and identified. The areas that require further work (i.e., gaps) from ESSIM should be flagged, and where additional work is needed, establish a working group comprised of decision-makers and interested parties to start fleshing out and providing direction to clearly identify what needs to be protected and how that protection is measured.

Table 9

The group described the list of requirements and tasks as grandiose/huge and it would require a long time to accomplish each one of the tasks. There was strong agreement for focusing on specific topic areas and that should help keep the process going and keep people involved. There was a mix of specific issues and process priorities, but on the subject of a case study it was felt that we should continue with the existing case study on utility corridors, as that has not been finished in terms of engaging everybody, getting into more technical issues, and continuing the discussion on the topic. There was a focus on bullet 7 on "balancing ocean use" and the criteria and mechanisms to do that. A generic approach could be developed for this in terms of defining an issue and who is involved, but a number of activities were identified that could be used for case studies that do not currently exist on the Scotian Shelf, e.g., marine mining or the munition dump restoration issue as a topic to walk through. Regarding sensitive areas, although that term was dismissed in the end, priority areas were discussed and broadly interpreted to include areas that are important to specific users, such as fishing areas, ecological areas, and the need to focus on "hot spots". There was some agreement on MEQ that if this is a strong element of the plan, it needs to start being tested in a pragmatic way, with a specific area and start working on that in the short term.

Table 10

The group had different understandings of what ESSIM is and how it will work. The group wondered if this was some kind of DFO entity and the suggestion was made that the workshop was intended to help shape ESSIM and make it beneficial for all participants. It is especially important for industry that timelines be clearly articulated around proposals for projects, that certainty be an outcome, and that it contribute toward regulatory streamlining. This cannot be just another layer of bureaucracy. It was suggested that we tie outcomes in the plan to the environmental assessment and regulatory processes. In terms of priority, the group felt that the first on the list had to be bullet 1 and that management issues are clearly defined, for some areas quite well – just get on with it! There needs to be a concentration on guidance and advice, e.g., which activities can go where, and basing decisions on good science and consultations. The group suggested pursuing a case study at the sub-OMA level in an area where issues have already been noted and well explored. The idea would be to look at all of the objectives, but have as a specific goal to answer the question, will this improve the current situation? It was suggested to look at sensitivities and conflicts, guidance and advice on specific issues that can help direct policy, criteria and decision-making. There is a need to agree on ecological aspects that need to be retained whatever industrial proposal might be forwarded. Anticipate proposals and look at areas from the standpoint of whether they are difficult to operate in, or are they areas that will be okay to go through the process. Several areas were suggested, such as the areas around the Gully and the utility corridor planning

example in Guysborough County. As suggested by the group, everyone needs to think that ESSIM will help them, and if it will, it's going to be beneficial.

Table 11

The group noted that it would be important to identify or inventory all stakeholders and to engage them to convince people that ESSIM is of benefit. In terms of priority tasks for the next year, the group numbered the bullets from 1 to 7. Bullet 1 on identify management issues and priorities should be tackled with a multi-sectoral working group at a high level, e.g., at the producer association level within industry, with a responsibility on those people to consult back within their sectors. It was noted in that context that it is important to create documents that are understandable to all possible stakeholders. The group thought that bullet 2 on the identification of significant ecological areas and protection tools and bullet 5 on identification of OMAs could be combined. The table talked about existing approaches or models to identify important ecological areas. In terms of identifying and prioritising OMAs, the group talked about more coordination being needed now that the coastal element has been built in. It was noted that the current boundary for the LOMA bisects Halifax Harbour, which in that coastal region is not very useful.[3] The group talked about the sizes of management areas based on yesterday's comments and thought that the scale of the areas that are chosen will probably then relate to how easy it is to prioritise those areas. Smaller areas are probably going to be easier to prioritise relative to each other, but the areas also need to be ecologically meaningful. The priortization will need to reflect the balance between ecological values and resource use patterns, including areas where the pace of activity is changing. Bullet 7 was a priority for the next year, developing a framework, decreasing uncertainty for industries etc. The group liked the matrix that was part of the presentation by Cathy Merriman (see above) trying to plug in existing regulatory mechanisms. A lot more resources, people, money etc., are going to be needed for this planning process.

Table 12

The group discussed action items, implementation, and a priority list, with time frames for each. It was suggested to review and borrow from some of the successful models that exist now, perhaps looks at the criteria that Parks Canada uses, and the Applied Coastal Ecosystem Science initiative in New Brunswick, a multi-institutional cooperative research mechanism to prioritise and coordinate research. That could take a year and a subcommittee could look at that quite easily. A centralised library of knowledge/reference library is needed. The science buried in filing cabinets needs to be documented. A lot of science is not actually documented and it will help fill in some of the gaps. That will be a 1-to-5-year process, but it should be started now. Within year 1, a plan of attack can be set on how to get that information, as a lot of geoscientists in Canada are near retirement and in 5 years that knowledge will be lost. Identify interactions between sectors and their impacts and the historical impacts that still exist. Identify and report on the criteria of these interactions. Implementation should be decentralized through Regional Development Authorities to get the information out to those communities who can tell if implementation will work or not. There is a need to focus on a small scale and do it right and then move out to a broader scale. There is a need to identify stakeholders that are missing when involving coastal management at the local level. Stakeholders who are involved will not always participate, so how do you address their issues? Be proactive and get out to the communities and explain how the legislation works. Science is always evolving, so this will enhance our science and will ultimately enhance the framework. Each of these points can be done through subcommittees working simultaneously.

[3] The 4W/4X line used for the ESSIM LOMA landfalls at Herring Cove and does not bisect Halifax Harbour.

Table 13

The group took a broad overview of the document and listed concerns and possible solutions. The first concern was the enforcement of the action plans and who was responsible for implementing them and ensuring that they are implemented. Could it be through regulatory powers or publicity through progress reports? Another issue was the link between the action plan and the regulators. The group questioned if the various bullets would be feasible or achievable. The issue of trans-OMA activities was raised for activities crossing OMA boundaries. If there is a specific plan for one OMA that differs from the adjacent OMA plan, what happens for an activity that straddles both OMAs? The issue of stakeholder involvement was discussed, but a lot of us represent organizations that have interests across several OMAs, and some in all the OMAs. But we may only have one or two individuals involved in the entire process, so how do you stretch one or two individuals into working groups that cover off OMAs and ESSIM in general? The group wanted to ensure that ESSIM and the related process would not replace decision-making responsibilities by government. In terms of proposed solutions, the group thought of two case studies – a very specific project or issue-based case study along with a broader OMA case study, looking at the different types of lessons learned from the broader and the specific case study. Be careful how the lessons learned are implemented because different OMAs may have totally different conditions and uses, so one may not apply to the others. There is a need to learn from past experiences like ACAP and land-use planning, and we want to make use of existing research programs so as not to re-invent the wheel. Research funds should be found for SeaMap and ensure that it is fully funded and implemented over the ESSIM area and then interface SeaMap with other sources of data.

Table 14

The group made three points: (1) Develop a roadmap for the process with timelines over the next 9 to 12 months so that we know where we are going. (2) Develop an integrated management plan for the LOMA. On the sub-OMA scale there have been enough environmental assessments for various projects, so focus on the big picture for the LOMA. Put together key representatives of stakeholder groups and take a retreat to, for example, Aldershot in concert with looking at Bras d'Or Lakes or some other large ocean management area. (3) Review the OMA lines because it is so challenging to develop these eco-boundaries for all species groupings, e.g., benthos, tuna, pelagics, etc. Since it is so challenging, the group suggested minimizing the emphasis on the number of OMA boundaries and focusing on the LOMA during the next year.

Table 15

The group wondered if the bullet list was random and suggested that bullet 7 on the development of an ocean planning framework should be the overall priority and not simply be an annual review. The group focused on three initiatives: (1) Facilitate sharing of information through a GIS database and a workshop or working group for sharing information. (2) There is a lot of uncertainty in terms of multi-jurisdictional responsibilities, so one repository which stakeholders could rely on for ground rules for specific activities in specific areas. These would balance conservation and industry requirements. Perhaps an ocean zoning workshop could be considered. (3) Develop a conflict resolution mechanism, with an outline of the mechanism developed in the next year. In terms of annual action plan review, there should be a high level of transparency with stakeholder review and it should not just be an annual event. The table suggested the development of sub-groups to support information sharing, and these could be environmental, socio-economic, mapping, and regulatory groups.

Table 16

The group had three areas of interest that were discussed. The first priority was the objective related to identifying significant ecological areas. The table discussed a co-ordinated approach that is concurrent with the delimitation process for OMAs. It would be important to identify key areas that need protection and key ocean use areas and the deal with grey areas after that. Consider that there may be three approaches among different areas for the inshore, the shelf, and the deep-water areas. The idea of promoting geospatial tools was discussed. Where data exists it should be made accessible and deal with proprietary issues. Where data does not exist, we need expertise to deal with the standarization of collection and distribution of information. Support to ongoing initiatives like GeoConnections, led by Natural Resources Canada, is important and needs pressure from outside government to promote GeoConnections. These tools are multi-purpose and can be used to support many different objectives. The process does not have to be expert-driven, which might be a fear. Finally, the group had some discussion of holistic economics or ecological economics, as that was not addressed in these objectives. It should be tied to a governance model and there are good resource people locally in government and outside government that could be brought together into a think-tank that could help deal with some of these issues related to environmental assessment, competing values, and other areas where economics comes into play.

Facilitator's Summary of Small Group Discussion #3

- Tasks are generally OK as described
  - some combination and prioritization was suggested, e.g., combine bullets 2 and 5
- A strategy for stakeholder engagement must be developed
  - need stakeholder social values
  - activity inventory
  - expand discussions - who is missing?
  - capacity to participate is an important factor
- Develop a strategy for communication and dialogue
- Collect and share information and knowledge
  - research and science
  - geospatial tools and data
  - library of knowledge: electronic, paper
  - gather baseline data
  - codes of practice
- Use working groups to do specific tasks
  - OMA/sub-OMA boundary development
  - steering
  - protection
- Clarify the decision process
- Use case studies
  - Sable area, Bras d'Or, Gully, utility corridors, projects/issues
  - test MEQ
- Conflict resolution must be incorporated
  - cost benefit, full cost accounting
- Review OMA lines
- Integrate/coordinate ESSIM with existing processes, especially planning cycles
- Enforcement needs to be considered
  - who will do it? how?
  - regulations, publicity
- Minimize regulatory uncertainty
  - single source of information for rules
- Include coastal areas
- Develop a 9–12-month roadmap

Small Group Discussion #4: Collaborative Planning Framework

This discussion focused on the proposed ESSIM Forum as a collaborative planning structure.

- *Will the ESSIM Forum structure as described provide enough guidance and leadership to help us move forward with the process? What will be important to you about the ESSIM Forum structure?*
- *What can be done in the short-term to get the ESSIM Forum structure up and running (i.e., activated/working)?*

Table 1

The table did not see a well-defined governance process, which is deemed essential. The collaborative plan appears to be too big in terms of issues, stakeholders, and jurisdictions. The table proposes a smaller group consisting of members of the interest groups to develop a process to deal with a wide-scale, single issue in the LOMA. This group would develop the decision-making governance to be transferable to deal with more complex issues. The aim of this group would be to report back to the ESSIM Forum and to integrate the governance process into the Initiative. It was suggested that we define a place of departure and follow a route to arrive safely at a destination.

Table 2

The group looked at the implied organization in the last section and came up with an organization chart as to how this would be driven. The group adopted the military model of the strategic, the operational, and the tactical levels of execution required. At the strategic level we have the ESSIM Steering Committee for senior direction and policy making for the whole process. Under that, at the operational level is the ESSIM Working Group. The table liked the Australian model and the multi-sectoral working group of about 30 people from various sectors coming together to drive the annual plan, with the secretarial support of the ESSIM Forum Secretariat at OCMD. At the tactical level there would be various sub-groups or task groups to take on specific jobs that the Working Group would see as required. The table discussed how these task groups might be organized and what issues they might look at, e.g., issues related to data and science information collection or developing institutional objectives of the ESSIM plan. The Working Group would determine the necessary tasks and those people who are appropriate to work on those task groups would get involved. For those who are familiar with the Sustainable Communities Initiative (SCI) process, it would be much the same. The table did not discuss decision-making or conflict resolution issues.

Table 3

The table asked what was the role for ESSIM, thinking that once that had been decided we could work backward to put in place the structure to accomplish that role. The group determined that the purpose for ESSIM is to influence authoritative decision making so as to promote clarity and reduce uncertainty for ocean and coastal stakeholders in the ESSIM area. Things that need to be done include information gathering, identification of issues, conflict management, serving in an advisory capacity, and facilitating communication among stakeholders, much of which is actually being accomplished. To move forward with that, the table looked at the proposed structure and two types of participants were needed to be incorporated in the ESSIM structure, i.e., decision makers and note takers. The structure incorporated both of those types but there was some discussion about a mechanism to influence the executive level. We did not decide on who would play that role. For example, it could be a structure with smaller numbers of stakeholders or the Secretariat could be promoting and influencing at the executive level. In terms of the important principles to be incorporated, the group talked about representation, equity and good faith, because good faith would lead to action.

Table 4

The table discussed the questions for the session. The structure may be appropriate but it needs to be a multi-stakeholder advisory committee that is both representative and manageable. DFO can determine what the appropriate numbers need to be. It was thought that this advisory committee should provide advice to the decision-makers in government and to consult with the existing structures. In the short-term, the advisory committee should be formed. The table felt that there needs to be a high-level commitment from Ottawa to the ESSIM process. If all we do is come back next year and have the same type of forum, there won't be as much participation. Measurable progress is needed for the whole process.

Table 5

It was felt that ESSIM would play an advisory role for decision-makers and act as a window to stakeholder groups. There were some gaps in the proposed structure in that there is no guarantee that stakeholder advice would influence decisions. Some sort of accountability mechanism is needed to ensure that. A conflict resolution mechanism has to be effective and buy-in is needed from various government departments. There was a concern raised that if ESSIM becomes a clearing-house it may just become another level of bureaucracy. The challenge is to balance different interpretations of what collaboration means, as well as the fact that not all groups are capable of contributing in the same capacity. ESSIM has to be flexible enough to operate when needed on an issue-driven basis. ESSIM needs to function broadly, but it also needs a day-to-day structure for immediate action. To be proactive, the issues should be identified as early as possible. Someone recommended an expanded Fisheries and Environment Advisory Committee (FEAC) under the CNSOPB. Is ESSIM a standing body or an issue-driven body? It was suggested that the Australian model be looked at in detail. A forum of 175 participants is useful, but for it to be functional it has to be trimmed in number.

Table 6

There was some uncertainty as to whether the executive-level support for ESSIM exists. Are the resources and money present for sufficient leadership on ESSIM? The role of DFO as a Secretariat is okay, as long as it is transparent. As vested interests increase, others will offer to join the Secretariat. Sectors should self-coordinate themselves and feed into a multistakeholder process. We need fewer participants, but these participants could meet more often perhaps and focus on a case study such as the Bras d'Or Lakes. The case study needs clear objectives as to what it is trying to achieve. This would create a smaller group, but the bigger group could meet less frequently, e.g., once per year to hear reports from the smaller group and to learn and network with others. Will some sectors need resources to participate? Who pays for that? Since ESSIM now includes coastal regions, better representation is needed on the Federal-Provincial ESSIM Working Group. Overall, the table agreed with the elements as proposed.

Table 7

The group discussed whether the ESSIM concept could work and concluded that it could in an advisory role. The group discussed the feasibility and reality of the advisory role *vs.* management role in the process. ESSIM should not be a static body, as all structures and stakeholders could change. ESSIM could set the parameters for decision-making, but not be the decision-making body itself. In terms of structure, the government decision-makers are part of the stakeholder process but they are also separate. We want to avoid duplication at the stakeholder level on the working groups. The government level within ESSIM seems to be working well and the Secretariat is vital. Conflict resolution does not belong as part of the structure of ESSIM. Facilitated mediation was suggested an option to resolve conflicts, as

conflict resolution is not a consensus-building process. The group discussed the role of ESSIM in facilitated mediation in terms of whether ESSIM would be the final decision-making body to resolve conflicts. Decision-making was accepted in part in terms of the role of ESSIM because of the jurisdictional and regulatory bodies involved in ESSIM.

Table 8

The group discussed the notion of a decision-making mechanism within the ESSIM Forum, as the body politic of participants that come together. The need for a multi-sector, representational steering/executive committee was discussed, perhaps replacing the notion of an executive government steering committee. We should be utilizing existing mechanisms within the federal and provincial governments to access those decision-makers, such as the Federal Councils and Policy Board within the Province. A representation-based steering committee, embedded within the ESSIM Forum, is suggested that would require effort to work out its terms of reference and roles. It could become the mechanism to interface and link the various vertical decision-making processes that need linking. Decision-making processes within industry are just as important as those within government. As an executive committee to ensure implementation, this steering committee would have responsibility to respond to the ESSIM Forum by making linkages to those existing decision-making mechanisms and ensuring that the output from ESSIM Forum meetings gets implemented. There is a need for science and policy working groups to spawn respective task groups to deal with specific issues.

Table 9

The table did an inventory of what has been established so far, e.g., the Federal-Provincial ESSIM Working Group and the commitment to an executive committee. There seems to be some structure established on the government side that can work. On the multi-stakeholder side, we noted the role of case studies, working groups, forums, and sector specific meetings on ESSIM. The table drew attention to the industry-to-industry bilateral meetings on a project specific basis that have multi-stakeholder bodies. Those are important bodies in place as well. The more important issue is the communication between the government side and the stakeholders, so that could be improved over the next little while. The question of accountability is important. If there is information or recommendations from working groups or separate sessions, how does that get channelled to decision-makers? There may be a need to provide more guidance for the executive committee on how that advice should be channelled. There is a big question around who pays, as actions will come out of these working groups (e.g., scientific research and central databases), but who will pay for that in the long run? Some of these decisions may require compensation. The web forum for increasing dialogue and a clearing-house was supported and it will help those not involved in working groups to know what is happening between the Forum Workshops. The success of the structure will revolve around picking a successful case study. There was general support for the role of the Secretariat to ensure that those volunteers who should be involved in working groups are actually involved.

Table 10

The group's response to the question "will the structure provide enough guidance?", was we won't know till we try. To get this up and running is part of the case study and we are talking about the first area plan to develop out of the ESSIM Initiative before the next workshop. Even if you pick one area per year, it eventually will be all done. On the question of collaboration, the group suggested that we pick a complex area with real issues, several regulatory bodies, and lots of users. We may not want such a difficult area, as it may be better to pick an area where there is already some agreement and reduced likelihood of political interference. It does not necessarily have to follow OMA lines. DFO has a central role with the Secretariat, but all those other bodies and levels would be brought in. This first area plan and the process

would test five different components: (1) The first is planning and implementation and the other four components are part of the collaborative process. (2) Is there commitment and buy-in from the regulatory bodies, especially at the executive and higher levels? For example, will we test to see if and how the advice is followed coming out of the area plan? (3) Is there a test for industry compliance and buy-in? For example, does industry adopt voluntary codes of conduct? (4) Is it a test for how well the area plan gives certainty to industry? For example, a roadmap – does it address some of the requirements of the regulatory process? Does it give basic ecological descriptions? Does it help clarify who the other users in the area are that have to be contacted? Does it deal with displacement to areas outside of the area being considered? (5) The final test is a test for participation and that good faith is essential. It needs to be a process that is defensible for government, but is it inclusive, fair, open, and transparent enough so that dissenting opinions at least understood how decisions were made so hopefully they accept the process if not the outcome.

Tables 11 and 12

The group focused on four main points. Upper-level commitment is needed, perhaps through a letter of intent from upper-level management at the organizational level rather than in their individual capacities. A lot of people are here because they are interested individually, but organizational buy-in is needed and upper-level commitment is very important. Who has the ultimate decision-making authority? Who sits at the top of the tiered system? The Australian model looked okay and the group sort of agreed with it, but does it work? It is a model – just because it looks good does not mean that it will work. Perhaps a board of multistakeholder representation could be struck that is either appointed or elected to represent their different industries at a high level. If the coastal area is involved in the overall scheme, land-use integrated management has to be considered. Why does use management work onshore for land-use management but not on the water? Perhaps the lessons learned, successes, and failures from land-use integrated management can be applied in offshore integrated management. Perhaps a case study could be a coastal land-use management project that exists and works to learn from. With respect to timeframes, it will take time to do a good job and it should not be rushed for the sake of getting something started. Subcommittee groups will keep peoples' interest, however if it does not move forward people will not continue to participate. Milestones set through subcommittees to achieve goals will ultimately help reach the long-term commitment of management.

Table 13

The group felt that the next Forum Workshop should be outside Halifax. There is some fear that this Forum may become too top-heavy and that we are ready to move toward working groups to tackle specific case studies. Case studies include developing an OMA plan or tackling specific sectors or issues. The working groups may benefit from tackling specific ESSIM issues, e.g., information, mapping requirements, socio-economic approaches, etc. Make sure that we are getting the right participants at the table. That will come into place in specific case studies when local interests are peaked. There were concerns that the Australian model is too rigid and the table was unsure about going that far. It was noted that there might be a problem with availability of stakeholders from specific interests. If there are a lot of different working groups or OMAs, there are a limited number of people in different sectors and interest groups to participate in the discussions. Overall, the group could not think of a better way to organize the structure suggested in the plan document. DFO should be the secretariat and the group agreed with that. Smaller working groups would be best. It was emphasised that the role of the government level is key in terms of making sure that everything that is developed is consistent with regulation. The day-to-day operation of government should not be hindered by what occurs in ESSIM.

Table 14

The group discussed whether the ESSIM structure should be an authority or an advisory body. The authority is the most common structure in coastal zone management in, for example, Australia, Belize, the Cayman Islands etc., but given the mature regulatory system in Canada, probably an advisory body might be more appropriate. It was suggested to rely on the CEAA process and existing guidelines and regulations to go forward. The group focused on the structure itself and suggested a simplified structure with the Minister of Fisheries and Oceans on top, who, based on our interpretation of the *Oceans Act*, would be a signoff on decisions made by something like the Federal-Provincial ESSIM Working Group of senior federal and provincial regulators. The ESSIM Forum would be below that as an advisory group and have steering and working groups supported by a Secretariat. The group did not focus on details, but it would differ from the Australian model in that it would be made up of regulators and representatives of stakeholder interest groups rather than individual stakeholders on their own.

Table 15

The group focused on the organizational structure and found the description was somewhat confusing. The group drew the organizational chart and found it too complex. It could be interpreted as hierarchical and top-heavy. The group re-sketched the organization in the context of ESSIM having an advisory capacity and looked at a task force format that is more horizontal in structure, centred on a multisectoral advisory group with clear stakeholder representation, including at the advisory group level, and supported by the Secretariat. In the short-term, start with an issue-specific working group with a focus on information sharing and representation from many sectors. Evaluate how best to integrate conflict resolution into whatever the ESSIM structure ends up being.

Table 16

The group liked the face-to-face interaction and bottom-up approach of the Forum. However, rather than having one 2-day event per year, have two 1-day events per year, with one dedicated to brainstorming and the other dedicated to decision-making and information sharing. The basis of that is the idea that the larger Forum is the place where decisions might be made. That might be different from what other people might see, but outside of the ESSIM Forum we liked the idea of issue-specific working groups that are multi-stakeholder and voluntary tackling different issues. There might be participation on these working groups by the Secretariat to help link them together, but not necessarily led by the Secretariat, although DFO leadership and Secretariat leadership is necessary and a positive thing. Regarding involvement in working groups, we need to consider people's time and resources and find ways to encourage participation in those groups. The group suggested to experiment with different models to see what works and what does not work and not worry that everything succeeded or failed. To support the Secretariat, the group suggested a steering committee of 6 to 8 people – not like the Australian model, as some people involved in something similar were not supportive – to ensure that whatever was being done was consistent with what came out of the larger group and to provide support to the Secretariat. The Federal-Provincial ESSIM Working Group could continue, but be specifically related to information sharing and not have a decision-making role. It was questioned if it was possible for a group like this to come to some consensus. It could pick a priority issue such as data sharing to see if this body could come up with a recommendation or direction to see how it would be carried up the ranks to determine what impact that might have and if it was taken seriously or not. This would be an experimentation of the process.

Facilitator's Summary of Small Group Discussion #4

- General agreement with framework as proposed
- Process too big/top-heavy – some concern
- Smaller working groups should be formed to carry out tasks
  - issues
  - science
  - policy
  - do work, then report back to the larger group
- Need to add more stakeholders to include coastal needs/processes
- ESSIM role is to provide advice and influence decision makers
  - get clarity, reduce complexity
  - provide information about issues
  - resolve conflicts
  - facilitate stakeholder engagement
  - more than a clearing house
- Some see multisectoral group on top
- Principles for collaborative process framework
  - representation
  - equity/fairness
  - good faith
  - balance
  - transparency
  - inclusiveness
  - accountability
- ESSIM should have a three-part structure:
  - strategic (steering committee)
  - operational (Working Group – 30 members or so)
  - tactical (issue groups)
- Senior level support, including from Ottawa, will be important
- Use case studies
- Develop ground rules
- Provide stakeholder support for secretariat
  - 6–8-person working group
- Conflict resolution mechanisms should be incorporated
- Consider using existing processes where appropriate

3.0 FINAL PLENARY

Bob Rutherford: There was a lot of commonality in the talks. I am really pleased with the Forum this year. You have given us a lot of ideas and direction. Clearly people are looking for a slightly different model for governance, a simpler model. I think we can come up with something, definitely a representative working group to handle the bulk of it.

Bruce Smith: Some of the things that I heard – one was representation. I am not sure that people here are convinced that everyone who they would like to see as part of this discussion are actually here, especially with the coastal inclusion. A few times today we heard 'make sure everybody is here,' as we have been talking about land-based impacts and other processes. I do think that this year there is more recognition of the fact that there is more of an advisory role for ESSIM. Last year there was interest in kicking everyone else out of the way and having ESSIM make decisions. There is still a certain feeling of that here, but there were a number of groups that recognized that this kind of a stakeholder process for the short-term is likely to be more advisory and to keep it simple. There is an emphasis on that if government agencies are going to make decisions, there should be a sign that those decisions are consistent with the recommendations of ESSIM. If this kind of a group can achieve consensus there will be an onus on all levels of government and different departments and agencies to align and be consistent with what happens here and to report back so that people can see that there is some accountability. There is a lot of emphasis

on "getting on with it" – on working groups to deal with issues, a case study, or an issue study of some kind – to see some quick response. A number of people recognized that there are limitations as to what stakeholders can be asked to do; it is time consuming and requires resources. Having said that, there needs to be some progress, and so whether it is working online, doing conference calls, or doing two 1-day workshops instead of one 2-day workshop, we need to respect the capacity that people have. What I hear is a lot of commitment and desire to get on with things. The challenge for OCMD is to figure out how to do that. The first thing is some idea of when a report can be expected from this workshop. Will the report have some of the specifics? Will we be able to crystallize that in time? And if not, when might people hear back?

Bob Rutherford: There's a lot of material here to wade through and sort out.

Glen Herbert: We have to figure out where to direct the details. We have the discussion paper on the Strategic Planning Framework, and we need a sense of where we take that, and a lot of the comments were directed specifically at what's in the paper. And then there's the workshop report that we would undertake to do quickly, and that's more of an accurate report of what was said here, raising all the questions, etc. I think we would direct most of the details into the Strategic Planning Framework, as opposed to trying to answer some of the questions in the workshop report. That's my opinion, we could have some discussion on that.

Bob Rutherford: Timelines? The report will come out fairly quickly from the workshop.

Glen Herbert: We will try to get the report out quicker this time around. One of the first things we will get out is a report, similar to what we did last year. We are open to comments as to whether that report was useful to you. And don't think that's the be-all and end-all. The real work is how we take the Strategic Planning Framework and re-work that, so I wanted some discussion on that and also the case studies and some other undertakings that came out today.

Bruce Smith: One of things we might do with the online discussion is a general question about follow-up and recommendations for focused case studies, but I wonder if we might use that as a way of getting more specific and asking people who would be willing to participate in some initial working group to get all of this rolling. With the end of the planning process for this workshop, the multi-sectoral planning committee is disbanded. Now there is no standing group, so that's one thing that we do need.

Bob Rutherford: We have looked at this representative committee several times and we have never been able to come up with the structure or how many people would be on it. When you start to get to 40 people, we end up having small workshops every time we bring them together. That's as small as the Australians could get it when they tried; they were hoping for 20 members but ended up with 40. We have made a lot of progress in the last year within the various sectors looking at how they could structure themselves so they could report back from a representative or two on an overall committee, so maybe the time is right to do that, but we are going to need your support and names of those representatives and ideas. We can be prescriptive on how we see the balance and throw it out for discussion in the workshop report.[4] I would like to get that committee going as soon as possible. We will get the workshop report out and we will use that committee to help us refine the strategic plan through more discussion and make some decisions so that we can move forward on a lot of the questions that were asked here.

Bruce Smith: Are you asking for a follow-up working group, a group to come forward?

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[4] This item will be considered for discussion in the ESSIM Online Discussion Forum.

Bob Rutherford: I would like to start the representative committee. It can be tentative, flexible, change players after a while, talk about the balance of sectors on the committee and how they represent, but I think we need to get that structure going. We can do a lot meeting virtually and discussion virtually by e-mail. For anything that we develop and decide, we will keep putting it out to the entire Forum as best we can.

Bruce Smith: Without asking people to come forward and raise their hands, can we leave it that the emphasis that you have placed on working groups and follow-up is so clear that anyone who would like to leave a word with the Secretariat saying tentatively, depending on where your are going with this, I wouldn't mind being part of a group over the next few months that interacts on next steps and tries to crystallize things a bit. For those who are interested, I suggest they let the Secretariat know as a way of moving forward. For those who would like to work online, we already have 30 or more signed up, and we will be starting that discussion within the next week or two as another way of moving forward to see where this goes.

Questions

Martin Willison: I suggest that there be a opt-out process rather than an opt-in process for involvement. That is, most of the people in this room since the last Forum have been engaged in some way or another, albeit not very much engaged, but nevertheless engaged. I would suggest that if you think of the steering committee, the various case study groups, you will find that you can slot most people in. I suggest simply that people say they don't want to be involved, otherwise you are involved. It does not have to be a huge commitment because a small commitment will in fact make a difference.

Mark Butler: A couple of comments on timing and participation. There obviously has to be some development of a plan that initially will be rather abstract and even with the toughest timetable will probably take some time. I return to the question of what happens in the meantime. Decisions are being made out there and maybe we could find a way to link some of the decisions that are happening out there now back into ESSIM, even if it is just a sounding board or as a Forum. This would inform decision-makers. At least there would be some public discussion of some of the issues that we know are being discussed outside of the room perhaps. That would make this exercise and process more relevant and real for people. In hindsight, we were here for two days yet we never really talked about any of the issues or licenses, for example, some of the issues on people's minds such as licenses off Cape Breton, seismic around the Gully, or clam dredging. If there was an opportunity to take a couple of issues and have that discussion to see how it relates to ESSIM people, would feel more energy in the room, hopefully good energy.

Jeff Brownstein: I just wanted to make an observation on location. If I look around the room I could observe that most of the people here actually live in Halifax, because most of the decision-makers and most of the people who are paid to be here live in Halifax. If there's a concern about getting more representation, which some people mention, when you look at the ESSIM area, especially the coastal areas, obviously Halifax is outside the edge of that area. I know the fishing industry meetings we have been having are in Port Hawkesbury because it is central to the ESSIM area. I just wanted to throw that out as far as what kind of participation can follow on this. I realise there is a problem getting all of these Halifax people out of Halifax, but there is also a problem getting us here in the first place.

Tana Worcester: I wonder if there is an opportunity or some way of writing down what all these working groups are. Could we identify what some of these issue or case study groups might be so that people could start thinking about where they would plug in so that we don't go away wondering? I wonder if something could be posted quickly on a web site or identify some areas now. People could make sure,

because we are talking about working groups and I don't know if everyone has the same idea of what that involves.

Bruce Smith: I think we can do it online and I could go over the notes from the two days and start a discussion item quickly.

Glen Herbert: Obviously it takes time to report on everything that was said, so that could be a longer-term item. But maybe we could turn something around quickly to reflect the discussion in the later part of the workshop and send it out through the online system or our e-mail newsletter as a course of action that we think we heard, and maybe we can get some feedback on that. Is that what you are looking for?, i.e., to make sure we are all clear on what types of options we have.

Bruce Cameron: It occurred to me that through the process of trying to broaden the representation and who should be here as we move closer to the coast, there are a whole lot of groups people could think about, but there is one group that probably would add a lot of value from a planning experience point of view, and that is the municipalities. People are involved in local government. They have been distanced for the reason that we have not been at the coast. Once we get to the coast, those are the people that have a lot of experience on planning.

Bob Rutherford: We are engaged with a lot of them in Bras d'Or through the Sustainable Communities Initiative (SCI) and various organizations. The SCI is a federal-provincial initiative. The municipalities are involved with SCI in the Bras d'Or, as well as the First Nations chiefs. We also have strong links with the Halifax Regional Municipality that is doing an overall planning strategy. The municipalities are also involved in Guysborough and Minas Basin as well.

Ahmed El-Sakkary: It seems from the comments that I am hearing that the centre of mass is actually in Halifax. There are industries all over Canada. The telecom industry could be anywhere and access to subsea telecommunications may be through Halifax, but the industry could be anywhere else in Canada, from the west to the east coast.

Bob Rutherford: That's also true for the oil industry, and we have had representatives here from many corners of the world representing the oil industry. And there's the shipping industry as well, so it becomes very international very quickly. ESSIM draws from a large area.

Bruce Smith: I wonder about using a more responsive and quicker mechanism, either the newsletter or online or both, to get some quick response back on the points that were made, especially those at the end about let's get on with it, let's identify the issues, the areas, or whatever is going to drive some immediate action and begin to get some resonance around it. I would also go back to the first comment about not letting people opt out, which would mean that you would be using the whole e-mail list for the newsletter. As far as online is concerned, I will stick with what I said I would do, because I have to for consistency, and that is I am going to ask that if you want to be part of the ESSIM online you have to register. I don't want to be sending e-mails and information to people who have not asked for it. Now I will make a few wrap-up comments. Thank you to all of you for the effort that has been put in. A number have commented on how amazing it is that such a diverse group can get along so well, and I do know that we are not really talking about the really difficult issues. That certainly adds a little spice to things. From a facilitative point of view, and I work with groups all over the place now, all over the country and around the world in some cases, and although it is sometimes frustrating to put emphasis on relationships, to me there is nothing more important than the human bonds that people get when they get to know each other and sit and talk together. Because when the proverbial stuff hits the fan, when we have to get down to the difficult issues, it's the fact that we got to know each other as human beings that allows us to transcend some of the difficulties. There was a lot emphasis on conflict resolution. My suggestion is that when a

group of 160 people can come together productively and with true curiosity and interest explore subjects on which they do not have a common view – they have different views – when you can do that respectfully for a long period of time, you have less conflict to resolve. What you are doing is building the skills that allow you to simply use conflict and differences as a way of figuring out where together you are going to go. You avoid conflict as opposed to resolving it. Is this a cure-all? No. Does it mean we all get "touchy-feely"? No. But it does mean that the relationship building is critical. That's my opinion and I just want to leave it with you because I think the extent to which we can continue to interact as a group will in the long-run have nothing but positive affects for all of us. So thank you very much and especially thanks to the facilitation team, 16 of your colleagues who in a sense didn't get to participate in the way they would have liked to normally because they were in fact helping others to be heard and working with groups. It took a lot of time to prepare, the material was difficult, and they are not done yet because we are all going to evaluate how things went and try to learn as a team for next time, whatever that next time is. So my sincere thanks to all of you for that.

Bob Rutherford thanked all participants for attending and acknowledged the support of OCMD staff and the Mount Saint Vincent venue organizers.

4.0 SYNTHESIS OF ESSIM RESPONSE SURVEYS

The following synthesis is based on the review of 41 surveys received from ESSIM Forum Workshop participants, representing a return rate of 26% of workshop participants.

What are your views on the proposed general management objectives (e.g., environmental, social/cultural, economic, and institutional)? Are they balanced enough to represent the range of interests?

Opinions on the objectives ranged from being balanced and all-encompassing to fuzzy and confusing. The challenge will be to keep the objectives balanced in the face of competing interests during implementation. There should be some attempt to integrate and link the objectives. Although the objectives represent broad priorities and necessary components of sustainability, there was criticism of the word "sustainability" and questions about its definition. The objectives need to be flexible and narrowed when measurable operational objectives are developed. The approach to operationalizing the objectives must be all encompassing. Hence, operational objectives must not be developed in separate silos, i.e., environmental *vs.* economic *vs.* social objectives. A process is needed to resolve conflicts between objectives. Non-renewable and non-sustainable resources should be included in the objectives.

It was felt that it may be misleading to present the objectives as having equal weight if in fact the ecosystem management approach being proposed is actually based on maintaining or achieving a particular level of ecological integrity for the management area. Social and economic objectives can only be met insofar as they do not compromise the ecological integrity of the management unit. There is a sense that if the general objectives are malleable, conflicting interpretations of those objectives may arise.

Environmental

Some respondents felt that environmental objectives were given higher priority, while others wanted all objectives equally weighted. It was suggested that the sustainable use part of the environmental objective does not fit, as it is more social or economic in focus. The ecological/environmental objective should be the overarching objective within which other objectives fit. There is as need to define or describe what is meant by "ecosystems" and their interconnection to coastal Nova Scotia.

Social/Cultural/Economic

It was suggested that the social, cultural, and economic objectives be linked as one objective. It was felt that there was an emphasis within the social and cultural objectives on ecological or economic issues. More emphasis is needed on heritage, archaeological resources, and cultural values, etc., and how these fit into the ESSIM process. There is a need to define community in the socio-economic objective. There should be greater involvement of communities in ESSIM and community should be defined to mean both geographic location and community of interest.

Institutional

It was felt that the institutional objective is a process tool to achieve the other objectives and is not parallel with other objectives. The institutional arrangement or delivery system should serve to achieve the aims of the integrated management plan, rather than be an end in itself.

How could existing management and planning approaches be integrated with the proposed ecosystem-based management area framework? Are there other approaches that might be used?

Although the ecosystem framework is considered the best approach, diverse views were expressed on how to proceed. It was suggested that existing management and planning approaches need to be assessed as to their value and support of the general management objectives. A clear understanding of the range of activities (i.e., recent, historical and future uses) and of the regulatory bodies and jurisdictions that correspond with these activities is essential to design an integrated management and planning approach. Stakeholder awareness through dissemination of this information (data, science, regulatory) is key. A gap analysis would identify areas on the Scotian Shelf that are well regulated by one or multiple agencies or departments, and identify areas of regulatory inconsistency or overlap. This understanding could lead to new ways of dividing the LOMA and highlighting those areas that (a) may face future conflicting use without mechanisms to resolve use conflicts, and (b) currently face conflict or competing uses.

An organization or discussion body is needed with broad participation to examine jurisdictional issues that may interfere with this process and identify barriers. Stakeholders should be consulted on how such barriers can be alleviated. There is a sense that a case should be made for the benefit of this management plan to the stakeholders, especially fisheries. The OMA lines and zones have been drawn without consultation with stakeholders, so a consultation process would help increase the buy-in of stakeholders. A case study/business case is needed to demonstrate the benefits to all sectors from a switch to ecosystem-based management.

In general, there remains a need for LOMA-wide policies applied consistently to the identified issues and to consider cumulative and cross-boundary effects. Smaller management units within the LOMA are considered reasonable, however, concerns were articulated about the criteria used to set the boundaries and whether these criteria are valid, e.g., ecosystem characteristics *vs.* ocean use activities. How defensible or communicable to marine users are irregular boundaries based on ecological criteria, particularly if the boundaries must be legally surveyed or justifiable? Given the number of existing overlapping zones, lines, and boundaries, OMAs should not complicate management or add bureaucracy.

A management unit should possess consistent qualities that require a consistent set of management guidelines applied throughout. The OMAs are a good first step in defining appropriate management units, but some felt they could be consolidated into fewer management units. To do this, it was suggested to use the four proposed intensity-of-use categories or to designate three OMAs – for the nearshore, the shelf, and the deep water. Some felt there should be a focus on priority areas (i.e., MPAs, nursery areas, coral

areas etc.) and high-level, LOMA-scale planning, with less emphasis on OMAs. Land-based activities and recreational and heritage aspects need integration into CMA planning processes.

It was questioned why "intensive use" and "general use" areas were needed when many uses can co-occur in an area without problems, while few uses can cause conflicts. There needs to be more research and better communication of existing research. Continue with research on human use impacts on MEQs and other ecological systems/functions at a variety of scales. It was suggested to use strategic environmental assessments (SEAs) for oil and gas, but based on an ecosystem or OMA scale. These SEAs could be done for all sectors in an OMA and serve as the guidance for the regulation of all sectors operating within the OMA.

Will the proposed ESSIM Forum structure help the planning process and what should be done now to get the Forum activated?

Opinions as to whether the ESSIM Forum Structure can help the planning process range from general agreement that it is a useful forum for discussion and facilitating planning to being overly cumbersome and complex. Clarity is needed regarding the ESSIM structure vis-à-vis its advisory *vs.* decision-making role and how it will operate or influence existing regulatory/management frameworks. There was strong emphasis on encouraging cooperation among different regulatory bodies and for smaller issue-driven working groups to develop. Some participants stated that the ESSIM structure must be more than advisory and have the ability to influence decisions, while others supported less top-down government decision-making power. Complete and vetted information and knowledge about the LOMA would be key for the effective functioning of the ESSIM Forum Structure.

There was strong support for a case study to develop a management plan for one or two OMAs to help demonstrate the benefits of ESSIM to stakeholders. Stakeholder interest in case studies relates to both coastal and offshore areas. There is need to examine regulations to determine the relationship of the existing regulatory processes to ESSIM. There was a clear message that government must be the lead coordinator, but not have too heavy a hand in the process. Concerns were expressed about the ability of government departments to collaborate among themselves. There is a desire to get things underway and to produce the ocean management plan and other tangible products. It is felt that ESSIM should facilitate the sharing of information, streamline regulatory issues, and be a resource tool for multi-sectoral users. A transparent conflict resolution group is needed that works to set timelines.

There is a need for stakeholder inputs to help refine the ESSIM structure and to define the operational objectives. Stakeholder involvement at the decision-making level would also help promote transparency. More group-to-group discussions were encouraged through continued use of regular workshops, sub-committees, working groups, and the online discussion forum. Some respondents preferred two separate 1-day workshops to one annual workshop. It was suggested to consider government funded liaison positions to help sectors organize themselves and share information between government and industry. The identification of mechanisms and frameworks for monitoring, reporting, performance, measurement and review was considered a key next step, as is the identification of research strategies to address priorities and needs.

What are your views on the Plan Implementation Framework? Is it the best way to advance development of the Ocean Management Plan?

There is general support for the plan implementation framework tempered by recognition of the need to move forward quickly or stakeholders will become frustrated with the timelines. Concern exists with respect to resolving conflicts in the absence of complete information and science. It was suggested that an inventory of science and science gaps be undertaken. The lack of science knowledge will inhibit the

ability to set measurable targets and specific actions, hence there is a need for a mechanism to tie "learning" (e.g., readjustment of targets after a set period) to revisions of these targets.

There was some concern about discussing plan implementation in advance of elaborating the steps and mechanisms leading to plan development. Questions were raised about available resources for research, management, and monitoring. There is a need for clarity of the process, the timelines, and decision-making procedures, as well as the links with existing regulations, processes, and plans. It was suggested that regulatory authorities be mandated to implement the recommendations from the ESSIM Forum.

The development of a DFO-led case study was supported as one means by which to assess the current management structure and allow for the development of an integrated structure based on the lessons learned. This will help define the necessary objectives, management framework, and structure required. Priority was given to bullets 7 (development of an ocean planning framework), 3 (identification of operational objectives and indicators), and 1 (identification and definition of management issues, priorities). Information sharing and face-to-face interaction through working groups and case studies is important to advance the plan. There is support for a representative executive/steering committee comprised of all stakeholders, as the representative committee needs to be broadly representative to encourage buy-in or else ESSIM will be viewed as a DFO initiative. It was suggested that a 7-year timeframe for plan review might be more realistic 5 years and it was questioned who within the Forum structure would be responsible for plan review and action plan development.

Challenges identified include dealing with multi-stakeholder, inter-institutional barriers to networking. Once barriers have been identified, implementation steps and solutions can be taken and tested. Stakeholder participation in multiple working groups is a challenge for some groups that only have one or two people available to attend. Stakeholders have sensed uncertainty as to the magnitude of executive level buy-in from other federal and provincial departments. An outline of a conflict resolution mechanism should be developed to further advance the ESSIM planning process.

What did you like the most about this Workshop? What would you change for the next Workshop?

Respondents considered the workshop to be a good networking opportunity to exchange views with a diverse cross-section of marine-related people in a cooperative groupwork atmosphere. The workshop organization and structure was well done and the time-restricted feedback sessions were appreciated. In general, the facilitation was good and everyone had a chance to speak with a few minor exceptions. On occasion, facilitators apparently put forward their personal views when reporting. The changing of multi-sectoral tables on day 2 was well supported.

Some respondents felt that there were too many people to actually accomplish much and were distracted by multiple conversations. It was suggested that more breakout rooms were needed. The venue was adequate for the event, but there was general agreement that the Halifax location may limit participation and that other locations should be considered. Some respondents wanted to see more executive-level participation from other departments to show support for the process. It was generally considered that the structure of the workshop was well thought out and provided ample opportunities for feedback (i.e., discussion groups, written comments, flipcharts for continued feedback from day 1 set up on walls on day 2, prepared facilitators for each table, displays, etc.). The overview presentations at the start of each day were beneficial and the guidance before each small-group session was helpful.

Greater efforts are needed to encourage coastal community involvement, particularly First Nations and local stakeholder communities, as the workshop was considered partly DFO-dominated. A decentralizing of the process through engaging, for example, Regional Development Authorities may help take the process to the local communities.

DFO was discouraged from having a 3rd Forum Workshop before concrete, measurable results have been achieved and the case study is completed. Some suggested meeting biannually rather than annually to avoid participatory burnout. It was suggested that in addition to the case study on one OMA, a working group should draft a LOMA-wide policy to allow stakeholders to get a sense of what such a policy would look like and have something concrete to react to.

Some felt that the process could be made more dynamic through presentations of different perspectives by different sectors (government, industry, NGOs, stakeholder groups, academics) and a panel discussion might have animated the plenaries. Various format changes were suggested, including reducing the number of group reports by having 8 tables tasked with one set of questions and 8 tables another set, as this would allow for greater depth of debate. Alternatively, 16 tables could review a case study to develop conceptual plans for several areas based on the outcomes of the case study. Because some respondents indicated that the small-group questions were very difficult to understand exactly what was being asked, it was suggested that the discussion questions be made more focused/specific.

It was suggested to increase the information/knowledge base of stakeholders by providing information to participants on overall legislation/jurisdiction, including international legislation, e.g., International Maritime Organization, United Nations Convention on the Law of the Sea, Northwest Atlantic Fisheries Organization.

Survey respondents were asked to indicate their response by circling the numerical value that best describes their opinion (1 = Poor; 2 = Fair; 3 = Satisfactory; 4 = Good; and 5 = Excellent).

The 2nd ESSIM Forum Workshop provided useful information regarding the ESSIM Initiative.

- 98 percent of survey respondents indicated that the workshop was satisfactory-to-excellent in providing useful information on the ESSIM Initiative.

I feel that I was able to voice my opinions and concerns.

- 98 percent of survey respondents stated that the workshop was satisfactory-to-excellent in enabling them to voice opinions and concerns.

The general objectives of the Workshop described on February 18th were achieved.

- 95 percent of survey respondents indicated that the workshop was satisfactory-to-excellent in achieving the general objectives stated on the first day.

My expectations for the Workshop were met.

- 88 percent of survey respondents indicated that the workshop was satisfactory-to-excellent in meeting their prior expectations for the workshop.

Provided below are some unattributed statements from respondents regarding the ESSIM Initiative or the Workshop.

Boundary aspects of CMAs were not clearly defined. Does the ESSIM Initiative stop at the waterline or are onshore aspects (structures, issues etc.) to be incorporated? How will land-based coastal management be integrated in the ESSIM process?

ESSIM remains a difficult concept/process to grasp. Its eventual purpose/role/authority needs to be defined in order to maintain interest in and commitment to it.

For the next get together, give serious consideration to using the "Appreciative Inquiry" approach i.e., ask participants what's good about the approach *vs.* what folks don't like and build on that. Apply approach to both current decision-making processes in ESSIM area and the ESSIM process.

This time, it did not seem that there was not much new to communicate about the process. Sometimes individuals dominated discussion unchecked. In the end, I am not sure that the Secretariat was given clear direction. We may have ended up with more questions than direction.

It seemed that much of the discussion was circular and focused on "what is ESSIM" and "what benefit is ESSIM?" There needs to be a much more clear articulation of ESSIM and its benefit before another meeting. There is a sense that "something needs to be done" before stakeholders lose interest/commitment to the process. The issue of leadership/ownership seems to be critical. While DFO is trying to facilitate shared ownership of ESSIM, it appears that stakeholders see DFO as the leader (under the *Oceans Act*) and would like DFO to just state that DFO will be the lead in ESSIM. It was stated that if some agency doesn't take the lead soon, the goodwill and interest in ESSIM might decrease.

Liked that it was very organized and made sure that you kept people to designated times, but the second day this slipped a little.

Need to do some real work. There has been no benefit from the ESSIM process yet. However, great potential and necessary with respect to decision-making process.

Not central to Eastern Scotian Shelf. Should be more local to ENS, not central Nova Scotia, outside the actual management area.

Not sure how much capacity was built. I experienced a level of frustration from the participants that we will talk for 2 days and then nothing will happen action-wise. I think there needs to be a little more risk taking from DFO. Participants are waiting for some leadership to kick in. The process is extremely valuable for building understanding and mitigating conflict but stakeholders also need to see that their input is values and will be acted upon. Don't get bogged down in the process or the stakeholders will disengage. I think more balance is needed between discussion and action.

Overall a very well organized workshop. Really glad to be part of it!

Regardless of all else, this was a very good event to get people together and interests expressed. I commend the work done, there is a commitment to making this work, for including all interests and to not putting the cart before the horse. This is a difficult job and trying for those presenting this and asking for feedback and input from 175 people. Keep up the good work and commitment. Report-outs are effective if they stimulate subsequent discussion. Suggest you eliminate them or reduce greatly and free up time to discuss.

Should have ended workshop with implementation section to have people leave motivated, with goals established for the coming year. Needed a final motivational speaker.

Successful in providing a forum for discussion and arriving at some suggestions for action. I would have liked to have a sense of the timing of the whole scope of the process – when can we expect to see the IMP for the ESSIM LOMA?

5.0 NEXT STEPS

In most cases, participants expressed support for the overall direction being taken by the ESSIM Initiative and as presented in the discussion paper *A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan*. A range of perspectives and views on the various components of the future Plan were captured, including the management objectives, the ecosystem-based management area framework, spatial planning and zoning approaches, and the proposed ESSIM Forum governance and planning structure. Important guidance was received on the next steps for plan development and implementation. Based on DFO's assessment of the direction received during the workshop, the following priorities were identified for the ESSIM Forum Secretariat workplan over the next 12 months.

A Strategic Planning Framework for Eastern Scotian Shelf Ocean Management Plan

The Forum Secretariat will continue to distribute and discuss the *Strategic Planning Framework* discussion paper during the spring/summer of 2003. Broad input is essential to ensure that the ocean management plan is balanced and effective for all interests in the Eastern Scotian Shelf Large Ocean Management Area. The *Strategic Planning Framework* can continue to provide a useful focus for discussing and receiving input on the elements and requirements for the ocean management plan.

Ocean Management Area (OMA) Planning Exercise

A number of workshop participants highlighted the need to begin applying the approaches in the *Strategic Planning Framework* to the Large Ocean Management Area and its proposed ecosystem-based sub-units, termed Ocean Management Areas (OMAs). To facilitate this, it was suggested that a working group undertake a planning exercise for the development of an OMA-level plan. It was also suggested that this planning exercise focus on an area that is experiencing significant levels of multiple ocean use, associated ecosystem impacts, and is subject to various management jurisdictions and systems. Based on the criteria suggested by workshop participants, the Sable-Banquereau and Northeast Slope OMAs (adjacent to the future Gully Marine Protected Area) are being used for this first planning exercise. The Forum Secretariat is working in collaboration with a multi-stakeholder working group – comprised of interested participants from various ocean sectors and government agencies drawn from the ESSIM Forum network – to carry out the OMA planning exercise. The work conducted by the planning group will be shared with the broader ESSIM Forum network throughout the process, and participation in the planning exercise is open to all. In addition to the OMA-level planning exercise, work will continue at the broader scale on the Large Ocean Management Area, including efforts to map ocean use activities, understand ecosystems, and look at existing management and regulatory approaches. However, an OMA planning exercise will help to complete the planning cycle and demonstrate how integrated management will apply these layers of knowledge to advance the planning process.

ESSIM Online Discussion Forum

During the workshop, participants were invited to sign up for the ESSIM Online Discussion Forum being developed through Thinkwell Online (www.thinkwell.ca). A multi-sectoral communications committee has been struck to identify possible discussion topics that can be undertaken online through moderated, timed discussion sessions. Several potential topics for timed discussions are being considered for ESSIM Online, including ocean zoning, information sharing and management, and conflict avoidance/resolution

for integrated ocean management. The ESSIM Online tool will also be used to gather and post feedback on the *Strategic Planning Framework*. The site features a library page for easy access to ESSIM-related documents and references used for online discussions. Terms of reference for the communications committee have recently been developed and are posted on the site for comment.

Seabed Utility Corridors

As reported at the workshop, the Federal-Provincial ESSIM Working Group – comprised of representatives of about 20 ocean-related departments – has been exploring the concept of seabed utility corridors as a multiple use planning approach off Nova Scotia. In addition to being highlighted in the 2001 *Nova Scotia Energy Strategy*, this concept is being promoted and discussed by a number of communities of interest in the region. Following a successful intergovernmental workshop in October 2002, the Working Group has finalized a working paper on the various considerations involved. Opportunities to discuss seabed utility corridors with affected industries and interests are being planned.

Building the ESSIM Forum

Designing a balanced and effective mechanism for collaborative planning is one of the largest challenges faced in the ESSIM Initiative. Although the ESSIM Forum network, as a network of interested individuals, is developing in a promising way, priority attention is needed on the future structure, linkages and processes to be used for integrated ocean management. As a key step in this, the Forum Secretariat will be working with the Federal-Provincial ESSIM Working Group on the development of effective intergovernmental arrangements for integrated management, including the establishment of an executive-level body to improve policy coordination and provide intergovernmental support to the ESSIM Initiative and to related integrated ocean and coastal management initiatives in the region. The Forum Secretariat will also continue to work with each community of interest to facilitate their involvement in the planning process. The establishment of specific working groups in support of various activities will provide important mechanisms for collaboration.

Developing Management Objectives

A number of views and comments were received during the workshop on the general management objectives presented in the *Strategic Planning Framework*. These included issues of terminology, categorization, perceived hierarchies among various objectives, and, perhaps most importantly, the need to develop measurable objectives and indicators. The ESSIM Initiative is already central to several efforts underway nationally and regionally to develop operational ecosystem and/or marine environmental quality objectives, and these activities will continue to be supported. The development of social, cultural, economic and institutional objectives is equally important to ensure a balanced approach to planning in the Large Ocean Management Area. The Forum Secretariat is interested in this topic and invites suggestions on ways to do this. As an example, a workshop could be used to build on the general management objectives and to develop more operational/measurable objectives and indicators.

Other ESSIM-Related Activities

In addition to the work that the Forum Secretariat is planning to undertake with interested groups, a number of other important ESSIM-related activities are happening during 2003–2004. For example, a multi-stakeholder advisory committee has recently been established to assist DFO in the designation process for the Gully MPA and the ongoing development of the MPA management plan. DFO and the Geological Survey of Canada – Atlantic (Natural Resources Canada) are also collaborating on a 3-year science program to characterize benthic ecosystems on the Scotian Shelf. This work will provide important contributions to the ecosystem-based management framework presented in the *Strategic*

Planning Framework. In addition, DFO Science and Oceans Branches are developing an ecosystem status report of the eastern Scotian Shelf area that will be useful as baselines and reference points are determined for the planning process.

APPENDIX I: AGENDA

Tuesday 18 February 2003	
0730-0845	**REGISTRATION AND COFFEE (Terrace Display Area)**
0845-1030	**Workshop Objectives and Agenda:** Bob Rutherford, Oceans and Coastal Management Division, DFO Maritimes Region Bruce Smith, Workshop Facilitator **Welcoming Remarks:** Neil Bellefontaine, Regional Director-General, DFO Maritimes Region Dan MacDougall, Director-General, Oceans, DFO National Headquarters **Presentation:** ***A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan,*** Oceans and Coastal Management Division, DFO Maritimes Region
1030-1100	**NUTRITION BREAK (Terrace Display Area)**
1100-1200	**Small Group Session 1:** ***Discussion on General Management Objectives***
1200-1300	**LUNCH (Dining Hall)**
1300-1345	**Small Group Session 1: Group Reporting**
1345-1445	**Small Group Session 2:** ***Discussion on Ecosystem-Based Management Area Framework***
1445-1515	**NUTRITION BREAK (Terrace Display Area)**
1515-1600	**Small Group Session 2: Group Reporting**
1600-1630	**General Discussion**
1630-1800	**RECEPTION (Terrace Display Area)**

Wednesday 19 February 2003	
0800-0845	**COFFEE (Terrace Display Area)**
0845-0900	**Review of Day 1 Discussions:** Bob Rutherford and Bruce Smith
0900-0945	**Selected Case Study Presentations (to be announced)**
0945-1030	**Small Group Session 3:** ***Discussion on Plan Implementation Framework***
1030-1100	**NUTRITION BREAK (Terrace Display Area)**
1100-1130	**Small Group Session 3:** ***Plan Implementation Framework*** **(Continued)**
1130-1200	**Small Group Session 3: Group Reporting**
1200-1300	**LUNCH (Dining Hall)**
1300-1400	**Small Group Session 4:** ***Discussion on Collaborative Planning Framework***
1400-1430	**Small Group Session 4: Group Reporting**
1430-1500	**NUTRITION BREAK (Terrace Display Area)**
1500-1530	**Presentation:** ***"What I Learned"*** (Speaker to be confirmed)
1530-1630	**General Discussion and Next Steps**
1630	**ADJOURN**

APPENDIX II: WORKSHOP PARTICIPANTS AND INVITED PERSONS

Name	Organization
Art Abu	Marine Affairs Program, Dalhousie University
Hussein Alidina	World Wildlife Fund Canada, Atlantic Regional Office
Jiselle Allport	Marine Affairs Program, Dalhousie University
Tim Anderson	Fisheries and Oceans Canada, Newfoundland Region
Joe Arbour	Fisheries and Oceans Canada, Maritimes Region
Syed Arif Azad	Marine Affairs Program, Dalhousie University
Dana Atwell	Emera
Mihai (Mike) Balaban	Transport Canada, Marine Safety – Atlantic
Toby Balch	Nova Scotia Department of Agriculture and Fisheries
Sue Belford	Jacques Whitford Environment Ltd.
Neil Bellefontaine	Fisheries and Oceans Canada, Maritimes Region
Cheryl Berubé	Unama'ki Institute of Natural Resources
Christine Bonnell-Eisnor	Canada-Nova Scotia Offshore Petroleum Board
Ginny Boudreau	Guysborough County Inshore Fishermen's Association
Valerie Bradshaw	Fisheries and Oceans Canada, Maritimes Region
Dennis Bringas	Marine Affairs Program, Dalhousie University
Jeff Brownstein	Maritime Fishermen's Union
Mark Butler	Ecology Action Centre
Michael Butler	International Oceans Institute of Canada/OMRN/ACZISC
Anne-Marie Cabana	Fisheries and Oceans Canada, Quebec Region
Bruce Cameron	Nova Scotia Department of Energy
Caroline Canning	Marine Affairs Program, Dalhousie University
Lesley Carter	Fisheries and Oceans Canada, Maritimes Region
John Charles	Halifax Regional Municipality
Mireille Chiasson	Fisheries and Oceans Canada, Gulf Region
Chui Chou	Fisheries and Oceans Canada, Maritimes Region
Kim Coady	Canada-Newfoundland Offshore Petroleum Board
Scott Coffen-Smout	Fisheries and Oceans Canada, Maritimes Region
Gerard Costello	Canadian Hydrographic Service
Kristian Curran	Marine Affairs Program, Dalhousie University
Andre d'Entremont	Kerr-McGee Offshore Canada
Marie-France Dalcourt	Fisheries and Oceans Canada, Quebec Region
Kim Doane	Nova Scotia Department of Energy
Rod Doane	Petroleum Research Atlantic Canada
Penny Doherty	Ecology Action Centre
Douglas Duggan	Natural Resources Canada, Frontier Lands Administration
Dave Duggan	Fisheries and Oceans Canada, Maritimes Region
Wayne Eddy	Eastern Shore Fishermen's Protective Association
Ahmed El-Sakkary	Teleglobe
Gordon Fader	Natural Resources Canada, GSC-Atlantic
Lucia Fanning	Environment Canada, Atlantic NS District Office
Sandra Farwell Scarfone	Seafood Producers' Association of Nova Scotia
Derek Fenton	Fisheries and Oceans Canada, Maritimes Region
Ernest Ferguson	Fisheries and Oceans Canada, Gulf Region
Becky Field	Marine Affairs Program, Dalhousie University
David Flint	Dept. of Sociology and Social Anthropology, Dalhousie University
Gary Frail	RCMP
Isabelle Frenette	Fisheries and Oceans Canada, Gulf Region
Anne Frenette	Fisheries and Oceans Canada, National HQ
Steven Fudge	Jacques Whitford Environment Limited
Stephen Full	EnCana Corporation
Jhun Gilbang	Marine Affairs Program, Dalhousie University

Brian Giroux	Scotia-Fundy Mobile Gear Association
Patricia Gonzalez	Fisheries and Oceans Canada, Maritimes Region
Iain Grant	Marine Affairs Program, Dalhousie University
Doug Gregory	Shell Canada Ltd.
Kent Gustavson	Jacques Whitford Environment Limited
Shauna Hamilton	Department of National Defence, NDHQ
David Harrison	Harrison & Associates Consulting
Glen Herbert	Fisheries and Oceans Canada, Maritimes Region
Capt. (N) Larry Hickey	Department of National Defense, MARLANT
Darren Hicks	Newfoundland Department of Mines and Energy
Larry Hildebrand	Environment Canada - Atlantic Region
Patricia Hinch	Nova Scotia Dept. of Environment and Labour
Dick Hodgson	Marine Affairs Program, Dalhousie University
Doug Hollett	Marathon Canada Ltd.
Geoff Hurley	Encana Corporation - Deep Panuke Project
John Hurst	Maritime Arbitrators Association of Canada
Thierry Husson	Industry Canada
Justin Huston	Nova Scotia Dept. of Aquaculture and Fisheries
Jessica Jackson	Fisheries and Oceans Canada, Maritimes Region
Sabine Jessen	Canadian Parks and Wilderness Society – BC Chapter
Heiner Josenhans	Natural Resources Canada, GSC-Atlantic
Delephina Keen	Fisheries and Oceans Canada, Gulf Region
Paul Keizer	Fisheries and Oceans Canada, Maritimes Region
Steve Kempton	Canadian Coast Guard, Maritimes Region
Paul Kendrick	Canadian Coast Guard, SAR Programs, Maritimes Region
Marty King	World Wildlife Federation, Atlantic Regional Office
Ned King	Natural Resources Canada, GSC-Atlantic
Friederike Kirstein	Environment Canada - Atlantic Region
Vladimir Kostylev	Natural Resources Canada, GSC-Atlantic
Anjuna Langevin	Shipping Federation of Canada
Victor Lara	Marine Affairs Program, Dalhousie University
Yvon Laviolette	Government of Quebec
Rosanne LeBlanc	Fisheries and Oceans Canada, Maritimes Region
John Legault	Fisheries and Oceans Canada, Gulf Region
Geoff Lewis	Industry Canada, Energy & Marine Branch
Christine Loth	Fisheries and Oceans Canada, National HQ
Ian MacCallum	Dillon Consulting Limited
Gordon MacDonald	Guysborough County Regional Development Authority
Jack MacDonald	Nova Scotia Energy Department
Richard MacDougall	Canadian Hydrographic Service
Ray MacIsaac	Fisheries and Oceans Canada, Gulf Region
Charlotte MacKay	Marine Affairs Program, Dalhousie University
Alexander MacKay	Chevron Canada Resources
Sandy MacMullin	Nova Scotia Energy Department
Paul Macnab	Fisheries and Oceans Canada, Maritimes Region
Tara Martin	Marine Affairs Program, Dalhousie University
Andre Massicotte	NS Office of Economic Development
Denise McCullough	Fisheries and Oceans Canada, Maritimes Region
Derek McDonald	Canadian Environmental Assessment Agency
Dan McDougall	Fisheries and Oceans Canada, National HQ
Ian McLaren	Sable Island Preservation Trust
Mark McLean	Fisheries and Oceans Canada, Maritimes Region
Karen McNulty	Guysborough County Regional Development Authority
Cathy Merriman	WWF Canada, Atlantic Regional Office
David Miller	Canadian Parks and Wilderness Society
Andy Montgomery	Metcalf & Company

Monique Anne Morin	NB Department of Agriculture, Fisheries and Aquaculture
Farah Mukhida	Canadian Parks and Wilderness Society
Carl Myers	Fisheries and Oceans Canada, Maritimes Region
Jason Naug	Fisheries and Oceans Canada, Maritimes Region
Joan O'Brien	Fisheries and Oceans Canada, Newfoundland Region
Eugene O'Leary	Guysborough County Inshore Fishermen's Association
Aurora O'Neill	Canadian Association of Petroleum Producers
Bob Otjen	El Paso Canada Pipeline Co.
Erin Palmer	Canada-Nova Scotia Offshore Petroleum Board
Andy Parker	Canada-Nova Scotia Offshore Petroleum Board
Andrew Parsons	Atlantic Canada Opportunities Agency
Kyle Penney	DND Formation Environment
Gerard Peters	Marine Affairs Program, Dalhousie University
Peter Phibbs	360networks Inc.
Emily Pudden	Marine Affairs Program, Dalhousie University
Cynthia Pyc	BP North America Exploration
Soonya Quon	Parks Canada - Atlantic Service Centre
Robert Rangeley	World Wildlife Federation, Atlantic Regional Office
Joan Reid	Fisheries and Oceans Canada, Maritimes Region
Patricia Rhynold	Guysborough County Inshore Fishermen's Association
Rodolfo Ripoll	Marine Affairs Program, Dalhousie University
John Roff	Acadia University
Carol Ann Rose	Fisheries and Oceans Canada, Maritimes Region
Murray Rudd	Fisheries and Oceans Canada, Maritimes Region
Bob Rutherford	Fisheries and Oceans Canada, Maritimes Region
Steve Sayle	Jacques Whitford Environment Limited
Shannon Scott	Fishermen and Scientists' Research Society
Victoria Sheppard	Dalhousie University/Canadian Parks and Wilderness Society
Mike Sinclair	Fisheries and Oceans Canada, Maritimes Region
Annabelle Singleton	CBCL Ltd.
Bruce Smith	BLSmith Consulting Inc.
Arran Smith	Liverpool Regional High School
Ken Snow	Guysborough County Inshore Fishermen's Association
Patience Sondengam	Marine Affairs Program, Dalhousie University
Darrin Sooley	Fisheries and Oceans Canada, Newfoundland Region
Kevin Squires	Big Bras d'Or, Cape Breton
Drew Taylor	Chevron Canada Resources
Eric Theriault	Canada-Nova Scotia Offshore Petroleum Board
Graham van der Slagt	Fisheries and Oceans Canada, Pacific Region
Herb Vandermeulen	Fisheries and Oceans Canada, National HQ
Jeff Ward	SGE Acres Limited
Meghan Watkinson	Canadian Coast Guard, Maritimes Region
Maxine Westhead	Fisheries and Oceans Canada, Maritimes Region
Hal Whitehead	Biology Department, Dalhousie University
Martin Willison	Biology Department, Dalhousie University
Steve Wilson	Fisheries and Oceans Canada, Maritimes Region
Tana Worcester	Fisheries and Oceans Canada, Maritimes Region
Maureen Yeadon	Yeadon Consulting
John Zevenhuizen	Orca Marine Geological Consultants Ltd.

APPENDIX III: INTRODUCTORY SPEECHES

Introductory Comments by Neil Bellefontaine, RDG, Maritimes Region

Good morning ladies and gentlemen and welcome to the 2nd Forum Workshop of the Eastern Scotian Shelf Integrated Management (ESSIM) Initiative. I want to thank you all for coming to what promises to be an interesting and engaging two days of discussion about the ESSIM Initiative.

Today's strong turnout is indeed indicative of everyone's commitment, your investment of time, and your interest in this annual event that will continue to hopefully build the momentum for the ESSIM process. A broad diversity of interests is represented here today, but I hope that you all agree that all of you in fact have a common interest and focus on the sustainability and well-being of the eastern Scotian Shelf.

The ESSIM Initiative is considered an important forum for addressing critical ocean management initiatives and issues, such as multiple ocean use, resource conservation, ecosystem protection, and community sustainability. Your role here is to help provide input to shape the development and implementation of the ocean management plan so that these priority issues are integrated into the planning process.

The main focus of discussion will be the paper that has been circulated called *A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan* and the subsequent development of the Plan and its associated collaborative planning structure known as the ESSIM Forum. I encourage you all to critically review the concepts proposed in this paper and share your opinions with others during the next two days so that we may all collectively advance the development of the plan and the process. Keep in mind that future discussions of specific issues and conflicts facing our region will occur throughout the proposed integrated management and planning process and its mechanisms.

All of you I think are aware that integrated management is a challenging shift in the way we do our business, as ocean users and regulators. Within DFO Maritimes Region, I have been very pleased with the progress and efforts to date to build our capacity to undertake integrated management throughout the Region. This work includes several initiatives and I will just mention a few of them:

(i) To understand our marine ecosystems and how they function, work is underway on the Scotian Shelf to characterize benthic environments, and that involves both DFO and Natural Resources Canada;
(ii) We also provide advice for the development of national marine environmental quality objectives and indicators;
(iii) We work to continue the development of objective-based fisheries management plans, and those plans hopefully operationalize ecosystem and precautionary approaches in fisheries management; and finally
(iv) The continued efforts to better coordinate the delivery of DFO programs regionally.

So we in DFO in the Maritimes Region are also continuing to build stronger working relationships with our partners in industry and in government, and there are number of examples that I will just mention how we have done this:

(i) The ongoing operational-level discussions within the Federal-Provincial ESSIM Working Group, for example, discusses matters such as the future seabed utility corridors;
(ii) The work done through the Scotia-Fundy Fishing Industry Sector Roundtable, particularly as of late the cooperative efforts of that group toward deep sea coral conservation;
(iii) The ongoing interdepartmental cooperation between DFO and the Canada-Nova Scotia Offshore Petroleum Board under a joint Memorandum of Agreement that was signed about two and half years ago; and
(iv) The recent the efforts to coordinate a major research program on seismic around The Gully involving the industry, universities and other government partners.

As well, in order to develop future good interdepartmental relationships for ESSIM, it is our goal this year to form an executive-level intergovernmental committee to coordinate policy and regulatory affairs in the context of ESSIM and other related ocean and coastal management initiatives. This proposed committee will comprise one of the two levels of government engaged in the ESSIM process.

I am also pleased with the progress that has been made in recent months with respect to the Gully Marine Protected Area. Over the last five months within DFO, the Oceans and Coastal Management Division has distributed a regulatory proposal for The Gully MPA. In the Fall, the proposal was presented to a wide variety of interest groups and organizations. Many of those groups now sit on The Gully Advisory Committee, which was established in January to provide concentrated input into that initiative. Resource evaluations and a regulatory impact assessment are close to being finalized. And when these steps are completed, we will pursue formal designation of the Gully as an MPA under the *Oceans Act*. I am hopeful that regulations will be published in June of this year to establish formally the MPA in the Gully.

It is important to acknowledge that there is a group that has planned this workshop – the ESSIM Forum Workshop Planning Team, a multi-sectoral advisory group that met three times to discuss the agenda, the outcomes and objectives for this 2-day multistakeholder workshop. The Planning Team symbolizes the capacities and benefits of bringing various communities of interest together. A variety of perspectives and experiences helped to ensure that the workshop is effective, practical and responsive for all of you involved. I would just like to identify who the Planning Team included this year:

Andre d'Entremont, Kerr-McGee Offshore Canada
Becky Field, Marine Affairs Program, Dalhousie University
David Flint, Dept. of Sociology and Social Anthropology, Dalhousie University
Bob Otjen, El Paso Canada
Bruce Smith, BLSmith Groupwork Inc.
Cathy Merriman, World Wildlife Fund
Eric Theriault, Canada-Nova Scotia Offshore Petroleum Board
Tana Worcester, DFO Invertebrate Fisheries Division
Eugene O'Leary, Guysborough County Inshore Fishermen's Association
Geoff Hurley, EnCana Corporation
Mike Balaban, Transport Canada
Norval Collins, CEF Consultants
Rod Doane, Petroleum Research Atlantic Canada
Sandra Farwell Scarfone, Seafood Producers' Association of Nova Scotia
Steve Kempton, Canadian Coast Guard
Victoria Sheppard, Environmental Studies, Dalhousie University / Canadian Parks and Wilderness Society
Vladimir Kostylev, Geological Survey of Canada

... as well as a number of staff from the Oceans and Coastal Management Division of DFO.

I think we are mindful that although not all of the ESSIM stakeholders are able to travel today, particularly with the impending weather, I would like to note that hopefully future ESSIM Forums and workshops of this type could be held in other locations. We had made that commitment last year, but it was felt that at this time for this particular forum that it would be more effective to continue with this venue in Halifax.

So in closing, I hope that the discussion paper released for the workshop will provide you with ample food for thought and discussion over the next two days. I would like to emphasize the strong commitment from DFO regionally and departmentally to the ESSIM process. This is a flagship integrated ocean management initiative for our region, and we take it very seriously. We want to ensure the success of this process and to deliver on Canada's oceans mandate. The lessons being learned in the ESSIM Forum are already influencing similar processes throughout the region and across Canada. I think we all look forward to listening to today's discussions and to hearing the final outcomes of the meeting. And therefore I wish you all a very successful workshop.

And finally, it is my pleasure to introduce our next speaker, Mr. Dan McDougall, the Director-General of the Oceans Sector at DFO National Headquarters, who will next set the national-level policy context for integrated management and the ESSIM process.

Thank you and have a good day.

Welcoming Address by Dan McDougall, Director General, Oceans Sector, DFO Headquarters

Good morning and welcome to everyone. It is certainly a pleasure to be here to participate in the ESSIM Forum. I would just like to take a few moments and I don't intend to take a lot of time, but just to set a bit of the national context in which to situate the work being done here on ESSIM.

Last July the Minister of Fisheries and Oceans released on behalf of the Government of Canada, *Canada's Oceans Strategy*, which really sets the long-term vision for ocean management in Canada, in all three of our oceans. I think it is worth highlighting just a couple of points that are in the Oceans Strategy – what are the broad directions it is painting because I think they are particularly relevant to the work that you are engaged in here on an operational basis in giving effect to what is in the Strategy.

The Strategy is really built around three structural aspects. The first part of the Oceans Strategy talks about the broad application of some key ocean management principles, such as ecosystem-based management, sustainable development, and integrated management at the level of principle – we like integrated management so much that we talk about it at several different levels – and also the broad application of the precautionary approach when it comes to managing our oceans.

The second thrust of the Oceans Strategy is a coordinated action plan built around three thematic areas. The first is broadening our understanding and putting in place measures of protection for the ocean environment. And certainly that has been central to the work that has gone on thus far in the ESSIM process. The level of understanding that has been developed through the work on the ground in some of the projects that Neil has mentioned and certainly all of the ideas and concepts that are embedded in the discussion paper that is released are really fundamental to new ways of understanding the marine environment here on the Eastern Scotian Shelf and putting in place new management practices to deal with that.

The second real thrust of the Oceans Strategy from a thematic perspective is supporting sustainable economic development. This is really key – the *Oceans Act* and the Oceans Strategy talk about economic diversification and finding alternative uses for the marine environment and really supporting that cross-section of interests that are certainly evidenced in the group that is before us here today. There are a number of very positive developments occurring on the Eastern Scotian Shelf that really support the economy and the ongoing sustainability of the region here.

The third aspect of the Oceans Strategy is international leadership. Again, ESSIM really is a model not only for Canada in terms of what we are trying to do, but it is a model for the world. And I know in a number of different fora, different international conferences and events, and through the United Nations process that are also discussing integrated management, we often have the chance to discuss what is going on here at home and the work that you folks are undertaking. And it is as advanced and as successful as anywhere you'll find in the world. We are really talking about new ways, fundamentally different ways, of managing our ocean space. These are very difficult concepts, they are very complex concepts, and giving practical effect to them and dealing with real on-the-ground issues, really gives life to the sorts of things that are being discussed all over the world when we talk about this.

The commitment to integrated management was recently again established as a key direction for all countries through the World Summit on Sustainable Development that took place last September in Johannesburg. And again Canada had a chance to participate in that and to reaffirm our commitment to that approach. So it's a national context that we have for integrated management through the Oceans Strategy and also an international context.

The third aspect, the third major thematic area for the Oceans Strategy is new governance mechanisms for managing our oceans. And again this is central to the type of thing that you are talking about here in the ESSIM process. There are three aspects to governance when we talk about ocean governance. The first is the institutionalization of methods of collaboration between different sectors, between different federal government departments, between levels of government, with First Nations and aboriginal organizations, and we are striving to put in place mechanisms that can bring us together so that we can collaboratively look at new ways of doing business. Obviously, within ESSIM that is again central to what is going on here.

The second aspect of the governance structure of the Oceans Strategy talks about stewardship. And by ocean stewardship what we are really talking about is the individual, collective and corporate actions that we can take to change the way we do business to give greater effect to improving the environment in which we are operating.

And the third aspect of governance is the one that is obviously most key to what is going on here, and that is integrated management planning. I mentioned integrated management operated at two levels within the Oceans Strategy. One is at the level of principle in terms of bringing people together and collaborating and making sure that all interests are being taken care of. The second is the actual planning process that you are involved in within the ESSIM Forum. So it is really quite central to the Oceans Strategy.

One of the first initial actions we undertook in continuing the process of implementing the Oceans Strategy is establishing a federal-provincial Oceans Task Group. The Province of Nova Scotia has played a strong role within that Oceans Task Group and I would certainly like to acknowledge their support for the Oceans Strategy and for the work of that task group. And that is really again quite central to the work that is undertaken here because in a lot of cases there are implications beyond the local area, beyond the regional area, when we get to dealing with particular issues that come up through the planning process like this one. Having those institutional, collaborative mechanisms nationally and regionally really allow us to take some of the work that is done here and give effect to it in terms of policy changes, in terms of regulatory outcomes. So what we are attempting to do is really put in place some practical measures that can deal with the issues that arise here.

The second aspect I would like to highlight is the integrated management planning framework. This document was also released at the same time as *Canada's Oceans Strategy* in July by the Minister of Fisheries of Oceans, and it really gives the structure to the integrated management planning process nationally. As Neil mentioned, ESSIM certainly has pride of place in terms of its being the initial large-scale integrated management plan that we have undertaken under the *Oceans Act*. It also has pride of place in terms of pushing the boundaries and pushing the frontiers of finding new ways to deal with the issues that are of real practical concern to everybody in this room.

I won't go into detail here, but I think it is worth mentioning a few of the concepts that are embedded within the national framework for integrated management. Such as the fact that it is fundamentally based on cooperation and collaboration, that it is founded on ecosystem-based management objectives, that it differentiates between the coastal zone and large-scale ocean management aspects, but it recognizes the interaction and the relationship between planning at various scales. I think that is fundamental to a lot of the work that is embedded in the discussion paper that you are going to be looking at over the next couple of days. And it also provides the venue through which we can implement other aspects of the *Oceans Act* programs as well, such as marine protected areas, and Neil has referenced the Gully already, as well as developing marine environmental quality guidelines and objectives, and developing ecosystem objectives for that large-scale ocean planning environment. So it really becomes a venue through which we can internally integrate some of our work as well, and as well the work of other federal departments and other levels of government ideally will be integrated through the integrated management planning process.

Those are the two main areas I wanted to highlight just to give a bit of the national context in which to situate this. Neil has mentioned that moving forward on integrated management has been a key regional priority within the region and DFO generally. I would certainly like to second that opinion. Integrated management is really fundamental to the changes that we are trying to institute under the Oceans Strategy, and from a national perspective we are very strongly supportive of the ESSIM process. And it is really a symbiotic relationship that we have between the national policy, the national strategy, and the work that is going on here on the ground.

I really look forward to participating in this forum and in particular dealing with the outcomes of this. There are real issues that are on the table that need to be discussed and that we can collectively find ways to address and move forward with the sustainable development of the Eastern Scotian Shelf.

Thank you very much and I look forward to participating in the next two days.

APPENDIX IV: ESSIM-RELATED PUBLICATIONS

Discussion Papers

Fisheries and Oceans Canada, *A Strategic Planning Framework for the Eastern Scotian Shelf Ocean Management Plan*, A Discussion Paper prepared for the ESSIM Forum. January 2003. Available online: http://www.gov.ns.ca/energy/documents/ESSIMFrameworkJan15.pdf.

Fisheries and Oceans Canada, *The Eastern Scotian Shelf Integrated Management (ESSIM) Initiative: Development of a Collaborative Management and Planning Process*, A Discussion Paper prepared for the Federal-Provincial ESSIM Working Group. November 2001. Available online: http://www.mar.dfo-mpo.gc.ca/oceans/e/essim/essim-intro-e.html.

Fisheries and Oceans Canada, *The Eastern Scotian Shelf Integrated Management (ESSIM) Initiative: Issues, Challenges and Opportunities*, A Discussion Paper prepared for the Federal-Provincial ESSIM Working Group. November 2001. Available online: http://www.mar.dfo-mpo.gc.ca/oceans/e/essim/essim-intro-e.html.

Fisheries and Oceans Canada, *An International Survey of Integrated Ocean and Coastal Planning Initiatives*, Prepared for the Eastern Scotian Shelf Integrated Management (ESSIM) Initiative, July 2001 (Updated, January 2002). Available online: http://www.mar.dfo-mpo.gc.ca/oceans/e/essim/essim-intro-e.html.

OCMD and Science Publications

Stewart, P.L., R.J. Rutherford, H.A. Levy, and J.M Jackson. 2003. A Guide to Land-Use Planning in Coastal Areas of the Maritime Provinces. *Can. Tech. Rep. Fish. Aquatic Sci.* 2443: x + 165 pp.

Breeze, H. 2002. Commercial Fisheries of the Sable Gully and Surrounding Region: Historical and Present Activities. *Can. Manuscr. Rep. Fish. Aquat. Sci.* 2612: viii, 83 p.

Breeze, H., D. Fenton, R.J. Rutherford, and A. Silva, 2002. "The Scotian Shelf: An Ecological Overview for Ocean Planning," *Can. Tech. Rep. Fish. Aquat. Sci.* 2393, 259 p. Available online: http://www.dfo-mpo.gc.ca/Library/263134.pdf.

Coffen-Smout, S., G. Herbert, R.J. Rutherford, and B.L. Smith (eds.), 2002. Proceedings of the 1st Eastern Scotian Shelf Integrated Management (ESSIM) Forum Workshop, Halifax, Nova Scotia, 20–21 February 2002, *Can. Manuscr. Rep. Fish. Aquat. Sci.* 2604: xiii + 63 pp. Available online: http://www.dfo-mpo.gc.ca/Library/263992.pdf.

Rutherford, R.J., H. Breeze. 2002. The Gully Ecosystem. *Can. Manuscr. Rep. Fish. Aquat. Sci.* 2615: v, 28 p. Available online: http://www.dfo-mpo.gc.ca/Library/267801.pdf.

Coffen-Smout, S., R.G. Halliday, G. Herbert, T. Potter, and N. Witherspoon, 2001. *Ocean Activities and Ecosystem Issues on the Eastern Scotian Shelf: An Assessment of Current Capabilities to Address Ecosystem Objectives*. CSAS Research Document 2001/095.
Available online: http://www.dfo-mpo.gc.ca/csas/Csas/English/Research_Years/2001/ 2001_095e.htm.

Jamieson G. and R. O'Boyle (eds.), 2001. *Proceedings of the National Workshop on Objectives and Indicators for Ecosystem-based Management*. CSAS Proceedings Series 2001/009.
Available online: http://www.dfo-mpo.gc.ca/csas/Csas/Proceedings/2001/PRO2001_09e.pdf.

Stewart, P.L. and L. White, 2001. "A Review of Contaminants on the Scotian Shelf and in Adjacent Waters: 1970 to 1995," *Canadian Technical Report of Fisheries and Aquatic Sciences* No. 2351, 158 p.

O'Boyle, R. (ed.), 2000. *Proceedings of a Workshop on the Ecosystem Considerations for the Eastern Scotian Shelf Integrated Management (ESSIM) Area*. CSAS Proceedings Series 2000/014. Available online: http://www.mar.dfo-mpo.gc.ca/science/rap/internet/pro2000-14.pdf.